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ABSTRACT

A study was conducted to provide a preliminary overview of what is known about how adult education programs work and to identify issues that should be addressed in future nationally representative studies. Data were gathered through a literature review, informal interviews with state adult education directors in eight states serving a large number of adult education participants, and case studies of nine local adult education programs. Some patterns that emerged from the site visits, which suggest possible issues for exploration, include the following: (1) the Adult Education Act represented the major federal source of funds for adult literacy services, although other federal programs were important financing sources; (2) Adult Education Act funds did not provide the majority of funds for any site; (3) states and localities also provided substantial support; (4) the study sites coordinated their programs with other community agencies, but not with other federally funded programs; (5) the study sites generally operated year-round; (6) programs were making an effort to integrate computer-assisted instruction into their programs; (7) program staff were satisfied with the types and quality of material available from commercial publishers; (8) waiting lists were not common at the sites, but neither was there trouble attracting students; (9) most adult education teachers were school teachers who were part-time employees; (10) sites used standardized assessment; and (11) evaluation data were insufficient to make judgments about how much participants improved their literacy levels. (There are 108 references. Appendixes provide information about federal programs supporting adult education services, expenditures, and site summaries.) (KC)

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ADULT EDUCATION PROGRAMS AND SERVICES: A VIEW FROM NINE PROGRAMS

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ADULT EDUCATION PROGRAMS AND SERVICES: A VIEW FROM NINE PROGRAMS

EXECUTIVE SUMMARY

Pelavin Associates, Inc.

Adult illiteracy is a major concern of Federal, state, and local policymakers and educational practitioners. Over the past quarter century the Federal Government has funded various programs designed to increase the literacy levels of the nation's adults. The major vehicle used by the Federal Government to help states and localities fund adult education services is the Adult Education Act (AEA), passed in 1966, and most recently reauthorized in 1988.

The Adult Education Act authorizes a number of programs, the largest of which is a state grant program. Activities supported under the basic state grant include education for adults whose skill levels are below the eighth grade; education designed to assist students in obtaining a high school equivalency diploma; and English-as-a-second-language (ESL) education programs for adults with limited English proficiency.

Although the Adult Education Act is the major vehicle used by the Federal Government to help states and localities fund adult education services, the Federal Government supports several other major programs that offer basic skills instruction for adults as one of several services. These include the Job Training Partnership Act (JTPA), the Family Support Act (FSA), and the Immigration Reform and Control Act's State Legalization Impact Assistance Grants (SLIAG).

PURPOSE OF STUDY

Under contract to the Department of Education's Office of Planning, Budget and Evaluation, Pelavin Associates, Inc., conducted a descriptive review of the operations and services of adult education programs, especially those that receive Federal or state aid. The study was designed to provide a preliminary overview of what is known about how adult education programs work and to identify issues that should be addressed in future nationally representative studies.

STUDY METHODOLOGY

The study involved a review and synthesis of the relevant research literature, informal interviews with state adult education directors in eight states serving a large number of adult education participants, and case studies of nine local adult education programs.

The study sites were selected to represent the range of organizations and services provided by local adult education programs. Three sources were used in identifying the nine sites: (1) state adult education directors who were asked to identify "typical" and "exemplary" programs, (2) finalists from the Department of Education's 1988 Awards for Outstanding Adult Education Programs, and (3) respondents to the National Adult Literacy Project's 1984 national survey of adult literacy programs.

Some of the site visit findings differ from the research literature. Possible reasons for such differences are:

- The sites may not be representative of most adult education programs.
- Staff and directors at the sites may have been unwilling to criticize their programs.
- The sites may in fact be representative and previous findings are no longer accurate.

CASE STUDY FINDINGS AND CONCLUSIONS

Some patterns in program operations emerged from the site visits. These patterns suggest possible issues for exploration in larger scale, nationally representative studies.

Financing of Adult Education Programs

- The Adult Education Act represented the major Federal source of funds that supported adult literacy services in the sites studied. However, other major Federal programs such as JTPA, FSA, and SLIAG were also important funding sources. The Family Support Act is expected to become a significant source of funding in future years.
- Adult Education Act funds did not provide the majority of total funding for any site. For the eight sites that reported financial data -- AEA funds represented 37 percent funding for one site, 11-12 percent at two other sites, about 5 percent in two sites, and about 1 percent for the remaining two sites. One site did not receive AEA funding

during the year of the site visit, but had received it in prior years.

- Seven of the eight sites reported funding from at least one additional source of Federal funding other than Adult Education Act funds. Four sites had SLIAG funding -- 79 percent of all funds in one site, 54 percent in another, 30 percent at a third, and an undetermined amount at a fourth. Four sites had JTPA funding, with JTPA representing 11 percent, 8 percent, 6.5 percent, and 2 percent of funding in these sites.

- States and localities also provided substantial support for adult basic education services. All sites received state funding. At five of the sites, state and local sources provided the majority of funding -- ranging from 95 percent to 67 percent in those sites.

  Nationally, states reported a total of $499.7 million spent on adult education programs in 1987, of which 19 percent ($96.3 million) was Adult Education Act funds and 81 percent ($403.5 million) was from state and local sources. However, two earlier studies have reported that some states may underreport adult education matching funds, providing only the minimum needed to qualify for Adult Education Act funding.

Coordination of Services

- The study sites provided substantial evidence of coordination with other community agencies, including health agencies, social service agencies, and local employment and job training agencies. All nine study sites interacted with at least one community agency, and most interacted with several. Typical activities included coordinating recruitment and referrals and sharing facilities and space.

- The study sites did not generally coordinate their services with other Federally funded programs. Each Federally-supported program providing adult education services tended to operate as a separate entity, often using different definitions of an eligible adult, targeting different age groups, and supporting different types of services.

  In part this was due to accountability and reporting requirements contained in the Federal statutes authorizing the programs. Local programs believed that they needed to operate the programs separately in order to ensure that they were complying fully with all Federal requirements.

Instructional and Support Services

- The study sites generally operated on a year-round basis, although some programs reported a slowdown period during the summer months.

- Most of the study sites operated on an open-entry, open-exit schedule.

- Individualized instruction was the primary instructional strategy used at the study sites for adult basic and secondary education. ESL instruction was generally provided in a small group or whole-class setting.

- The programs visited were making a concerted effort to integrate computer-assisted instruction into their overall instructional programs. The extent to which teachers drew upon computer-assisted instruction varied from program to program.

- Formal curriculum packages were not typically used at the study sites. Rather, the sites mostly used a variety of instructional materials from different sources.

- Teachers and directors at study sites were satisfied with the types and quality of materials available from commercial publishers.

- Only two of the study sites provided support services such as transportation and child care. This is consistent with the research literature which indicates that adult education programs usually do not provide support services.

Student Retention

- Activities designed to promote retention in adult education programs were not a program priority in the majority of sites even though all sites reported that retention was a problem. Three sites did organize special retention activities. One program formed a student retention committee which was responsible for developing approaches and strategies for improving retention. Two programs employed counselors, one of whom was a full-time retention specialist, to work with students having academic or personal problems that might result in their dropping out of the program.

  Six of the programs did not conduct any special retention activities other than to delegate the responsibility to individual teachers. Teachers made phone calls or wrote letters to students no longer attending the program.

Recruitment of Students

- Waiting lists were not common in the sites studied. Staff at six of the nine case sites reported that they were able to serve all participants by incorporating new participants into existing services. This approach is especially feasible where programs follow an open-entry schedule that allows new participants to move into ongoing programs at almost any time.

- Only one of the study sites had a waiting list for adult basic education services. Most programs served all participants by incorporating new entrants into existing instructional services that operated through an open-entry, open-exit format.

- Two study sites -- both in large cities -- maintained waiting lists for ESL services. This is consistent with the research literature and interviews with state directors which indicated that when waiting lists for adult education services existed, they are generally found at ESL programs in large urban centers.

- Explicit student recruitment activities were not a priority at the study sites because the program did not have any difficulty attracting participants.

Program Staffing

- Almost all of the adult education instructors were school teachers who taught elementary and secondary students during the day. The majority of adult education teachers were part-time employees.

- Volunteers were not used extensively by most of the nine sites in the study.

- Teacher recruitment was not a problem at any of the study sites. Only three of the sites mentioned even needing to advertise teaching vacancies in newspapers.

- Teacher turnover was not a problem at the study sites. This finding is different from the research literature which often reports that adult education programs have high turnover of teachers. The low teacher turnover rate was mostly attributed by staff at the study sites to the desirability of part-time work and the rewards of teaching adults.

- The amount of teacher training varied from site to site. When in-service training was provided, it was mostly through on-site workshops or at workshops conducted by the state or

attendance at conferences. Also, program staffs were generally satisfied with the level and frequency of training available to them. A larger number of programs than is suggested by conventional understanding may be satisfied with short seminars and coaching from experienced teachers as the primary training means for their teachers.

- The lack of uniform teacher schedules and the fact that teachers were often not paid for training made it difficult for study sites to provide in-service training.

Student Assessment

- The study sites regularly used standardized assessment instruments to measure the literacy skills of new participants and to meet state and Federal evaluation requirements. These tests were primarily used for student placement and as a measure of course completion.

- The most widely used standardized tests at the study sites were the Tests of Adult Basic Education (TABE) and the Adult Basic Learning Examination (ABLE). Less frequently used assessment instruments included the Slosson Oral Reading Test (SORT) and the Comprehensive Adult Student Assessment System (CASAS).

- Staff at several sites were dissatisfied with the TABE. Their concerns focused on the usefulness of the TABE as a diagnostic instrument, the appropriateness of the instrument for those reading below a third-grade level, and whether the TABE intimidates adults who are low-level readers and are unable to answer most of the questions. These are generally consistent with the concerns presented in the research literature.

Evaluation Data

- Data available from the adult education programs visited were insufficient to make an assessment about the extent to which program participants succeeded in improving their literacy skills.

Assistance from State Education Agencies

- At most study sites, state education agency involvement consisted of overseeing the distribution of Federal funds to local programs, routinely monitoring the delivery of program services and expenditures, periodically conducting a formal program review, and occasionally sponsoring in-service teacher training activities. At most sites, the state education agencies did not provide guidance or leadership on issues related to the delivery of instructional services.

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This study would not have been possible without the assistance and cooperation of numerous individuals associated with adult education programs and the U.S. Department of Education. We would especially like to thank the state and local directors of adult education and their staffs who were so cooperative in responding to our requests for information during site visits and by telephone.

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CHAPTER 1

INTRODUCTION

Adult illiteracy is a major concern of Federal, state, and local policymakers and educational practitioners. Over the past quarter century the Federal Government has funded services designed to increase the literacy levels of the nation's adults. In 1964, Congress enacted the Economic Opportunity Act, which authorized an adult basic education program for persons 18 years of age or older who faced difficulty in obtaining employment because of an inability to read or write English. Subsequently, in 1966, the Adult Education Act (AEA) was passed and responsibility for the program was assigned to the Office of Education in the Department of Health, Education and Welfare.

The Adult Education Act

Since its passage in 1966, the Adult Education Act has been the Federal Government's primary mechanism for helping states and localities address the problem of adult illiteracy. As currently authorized,[1] the AEA is designed to encourage the establishment of adult education programs that will:

- Enable adults to acquire the basic educational skills necessary for literate functioning;
- Provide adults with sufficient basic education to enable them to benefit from job training and retraining programs and obtain and retain productive employment so that they might more fully enjoy the benefits of citizenship; and
- Enable adults to continue their education to at least the level of completion of secondary school.

The Adult Education Act authorizes a number of programs, the largest of which is a state grant program that funds three types

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[1]The Adult Education Act was most recently reauthorized in 1988 by two statutes -- the Hawkins-Stafford Elementary and Secondary School Improvement Act (P.L. 100-297) and the Education and Training for a Competitive America Act (P.L. 100-418).

of adult education activities.[2] Activities supported by the state basic grant include: (1) basic literacy services for adults whose skill levels are below the eighth grade; (2) services designed to prepare students to obtain a high school equivalency diploma; and (3) English-as-a-second-language (ESL) services for adults with limited English proficiency.

Adult Education Act funds are distributed to states based on the proportion of individuals in the state at least 16 years of age who have not graduated from high school or its equivalent and are not enrolled in secondary school. State responsibilities under the Adult Education Act include: (1) developing a state plan for the Department of Education which describes statewide program needs, activities, and services; (2) distributing funds to local programs; and (3) reviewing and evaluating all funded programs.

The Adult Education Act places a number of fiscal restrictions on the states. States are required to contribute a percentage of the Federal share of expenditures under the program. The Federal share is 90 percent for Fiscal Year (FY) 1989, 85 percent for FY 1990, 80 percent for FY 1991, and 75 percent for FY 1992 and thereafter. No more than 20 percent of a state's allotment may be used for high school equivalency services. States must spend at least 10 percent for corrections education and education for other institutionalized adults. States also must spend a minimum of 10 percent for special demonstration projects and teacher training.

Within each state, grants competitions are conducted to distribute the funds. Eligible grantees include local education agencies (LEAs), other local government agencies, institutions of higher education (IHEs), other non-profit agencies, and, under special conditions, for-profit corporations.

Adult Education Act Funding

The FY 1990 appropriations for the Adult Education Act are $193.8 million, an increase of $31.6 million over the FY 1989 appropriation. This includes $157.8 million for basic state grants, $19.7 million for workplace literacy partnerships, $7.1 million for literacy training for homeless adults, $5.9 million for English literacy grants, almost $2.0 million for national

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[2]Also authorized are the National Workplace Literacy Program, English Literacy Program, National English Literacy Demonstration Program for Individuals of Limited English Proficiency, Adult Migrant Farmworkers and Immigrant Education Program, and National Adult Literacy Volunteer Training Program.

programs, and about $.9 million for technology transfer demonstrations.[3]

Appropriations for the basic state grants program account for the largest portion of Adult Education Act funding. Over the last four years, funding for the basic state grants has increased by $60.2 million, from $97.6 million during FY 1986 to $157.8 million in FY 1990.

Other Federal Programs That Support Adult Literacy

Although the Adult Education Act is the major vehicle used by the Federal Government to help states and localities fund adult education services, the Federal Government offers several other major programs that authorize some form of basic skills instruction for adults. These include: Job Training Partnership Act (JTPA), Family Support Act (FSA), and Immigration Reform and Control Act (IRCA).[4]

- **Job Training Partnership Act**. The Job Training Partnership Act, enacted in 1982, is the primary Federal funding source for 28 different services providing employment and training for economically disadvantaged youth and adults and displaced workers. The program was designed as a partnership between state and local government and private industry. Title II-A is the primary component for year-round training of disadvantaged adults and youth. The types of training that are offered include on-the-job training, work experience, job search assistance, and basic education and occupational skills training in the classroom (National Commission for Employment Policy, 1987). Local programs must spend at least 40 percent of Title II-A funds on individuals aged 16-21.

- **Family Support Act**. The Family Support Act of 1988 overhauled the nation's welfare system. The statute requires state education agencies and local school districts to provide education, training, employment and related support services to help welfare recipients move off public assistance and into permanent jobs. The legislation created Job Opportunities and Basic Skills (JOBS), a program that requires welfare recipients who do not have a high school

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[3] This represents FY 1990 appropriations minus the sequester amount.

[4] A more detailed discussion of these programs is presented in Appendix A.

diploma and cannot demonstrate literacy skills or meet certain conditions to enroll in high school or basic education programs. The welfare reform measure was modeled after several state welfare programs, known as "learnfare," which require certain public assistance recipients to attend school.

- **Immigration Reform and Control Act**. The Immigration Reform and Control Act (IRCA), enacted in 1986, provides a major overhaul of immigration laws and policy, and, among other things, offers legal residency status to undocumented aliens residing illegally in the United States. As part of the legalization process, which terminates in 1990, eligible legalized aliens are required to demonstrate proficiency in the English language and basic knowledge of U.S. history and government or "satisfactory pursuit" of an approved course of instruction. This requirement can be met by completing a minimum of 40 hours of a 60-hour course in ESL or civics. Funding is administered by the Department of Health and Human Services and is distributed through State Legalization Impact Assistance Grants (SLIAG) for health care, public assistance, and educational services, with a spending cap of $500 per person.

These three programs are highlighted in this report for several reasons. First, their size -- both JTPA and SLIAG support adult education services for significant numbers of students. Second, each of these programs requires some form of coordination with Adult Education Act programs. Third, these programs, particularly the Job Training Partnership Act and the Family Support Act, offer components that target young adults, who comprise a significant proportion of participants in adult education programs. Fourth, both JOBS and SLIAG place additional burdens on AEA-funded programs by generating additional interest in adult education services.

Much of the recent additional demand for ESL classes across the country is tied to IRCA's application deadlines and requirements to take English and civics classes. Requirements for basic skills instruction in the Family Support Act are also expected to provide an influx of new participants when certain provisions go into effect over the next few years. While JTPA has no such time constraints, the increasing concerns about job preparation in adult education, as well as emphasis on technology in the workforce and computer-assisted instruction, may result in increased coordination between JTPA and adult education programs.

Financial Support of Adult Education Services

The Adult Education Act represents the major source of funding for adult basic education. The level of Federal funding for adult basic education services through the Job Training Partnership Act, the Family Support Act, and the Immigration Reform and Control Act is not easily determined because of the decentralized nature of these programs.

States and localities also provide substantial support for adult basic education services -- approximately $403.5 million during FY 1987 (OVAE, 1990). In the five-year period between 1983 and 1987, state and local funding for adult education increased by 134 percent, or $230.8 million. More than 63 percent of total state and local expenditures are in just three states -- California ($121.9 million), Michigan ($88.8 million), and Florida ($45.5 million).[5] However, data from previous studies indicate that state and local contributions may be underreported (Moore & Jung, 1984; Young et al., 1980).

Study Objectives

Despite the prominent place of adult education on the public policy agenda, only limited national data about the administration, organization, and services provided by adult education programs are available. The last systematic examination of the Adult Education Act was conducted a decade ago (Young, et al., 1980). More recent research studies either relied on secondary data sources (Moore & Jung, 1985; Sherman & Stromsdorfer, 1984) or have collected data directly from a small number of states and local adult education programs (Sherman & Stromsdorfer, 1984; National Adult Literacy Project, 1984). Furthermore, these studies have focused on AEA-funded activities and have not examined the range of adult education services provided by different funding sources.

This report examines the delivery of adult education services and presents an up-to-date perspective on the operation and services of adult education programs. It provides descriptive information about issues related to program financing, program coordination, participant recruitment and retention, instructional and student support services, student assessment, and adult education teachers and training. In addition to Adult Education Act-funded services, the study describes some of the adult literacy activities supported by programs such as the Job Training Partnership Act, the Family Support Act, and the Immigration Reform and Control Act.

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[5]Federal, state and local expenditures for adult education services by state are presented in Appendix B.

Research Questions

Quantitative and qualitative data about local adult education programs were collected to address the following 16 research questions related to five topical areas.

Financing of Adult Education Programs:

1. **What are the sources of funds that support adult education services?**

2. **What is the distribution of expenditures by local programs?**

The Operation and Activities of Adult Education Programs:

1. What type of assistance do local programs receive from state education agencies?

2. Are Adult Education Act-funded services coordinated with adult education services supported by other Federal programs?

3. How do local adult education programs and other local agencies cooperate in providing adult education services?

4. What procedures and methods do programs follow in recruiting participants?

5. Do adult education programs generally have waiting lists for participants?

6. What types of activities to promote student retention are conducted by local programs?

7. What types of data are collected by adult education programs?

Instructional and Support Services:

1. How do adult education programs schedule classes?

2. What is the status of instruction in local programs and materials used by local adult education programs?

3. What instructional strategies are typically used by adult education programs?

4. What types of support services, such as counseling, child care, and transportation, are provided?

Student Assessment:

1. What assessments are conducted in adult education programs?

Staffing and Training:

1. How are adult education programs staffed?

2. What type of training do teachers receive?

Methodology

Three research activities were conducted to address this study's research questions. These include: a review of relevant literature, interviews with state adult education directors, and site visits to nine local adult education programs.

Literature Review

The review concentrated on empirical studies that have examined issues related to the administration and operation of adult education programs and services these programs provide. Where appropriate, research syntheses prepared by adult education experts were also drawn upon. The review provides an understanding of the issues related to these topics and identifies specific issues to be addressed during the site visits.

Literature reviewed was from the ERIC database of unpublished research reports and papers; the Adult Education Clearinghouse, which is operated by ED's Office of Vocational and Adult Education; and periodicals published by education associations including the American Association for Adult and Continuing Education and the American Educational Research Association.

Interviews with State Adult Education Directors

Telephone interviews were conducted with the directors of adult education in eight states serving a large number of adult education participants. These states were: California, Florida,

Illinois, Michigan, New York, North Carolina, South Carolina, and Texas.[6]

Telephone interviews with the state adult education directors were one source for selecting the nine local programs visited.[7] These interviews also provided insights into both the state role in AEA and on selected issues related to the operation and services provided by local programs in these states. State director responses to the few questions asked on the substantive areas of interest in this study provide a snapshot of how local adult education programs in these states are organized. However, a more comprehensive and systematic research effort would be required in order to obtain a complete understanding of the state role in relation to adult education services.

Information about the administration, operation, and services provided by local adult education programs was collected through site visits to nine local programs and, except for Massachusetts, telephone interviews with the adult education directors of their states. During the site visits, interviews were conducted with administrators and teachers, and some students and classes were observed. The programs were requested to provide quantitative data about their programs similar to the data that states are required to submit to ED.

The states in which the nine programs are located provided services to 2,036,648 individuals during the 1988 program year. Adult education participants in these states represent approximately 64 percent of the participants served by adult education programs across the nation. During FY 1987, these states received $39.1 million in Adult Education Act funding, which represents 40.6 percent of the funds distributed to the states for local adult education programs (OVAE, 1990).

Site Visits

Nine adult education programs, one from each of the states with a large number of adult education participants, were selected for site visits. Three sources were used in identifying the nine sites:

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[6]Despite repeated attempts, an interview with the Massachusetts Adult Education Director could not be arranged.

[7]The two additional sources used to select the nine local programs were finalists from the Division of Adult Education's 1988 program of Awards for Outstanding Adult Education Programs; and respondents to the National Adult Literacy Project's 1984 national survey of adult literacy programs.

- Telephone calls to adult education directors in eight of the nine states. State directors were asked to identify "typical" and "exemplary" programs;

- Finalists from the Division of Adult Education's 1988 program of Awards for Outstanding Adult Education Programs; and

- Respondents to the National Adult Literacy Project's 1984 national survey of adult literacy programs.

These programs were selected to represent the range of organizations and services provided by local adult education programs across the nation. Sites were selected to represent variation in the type of sponsoring organization, program size, urbanicity, racial and ethnic characteristics of program participants, instructional materials and strategies, and funding sources. Figure 1-1 presents the sites and some of the key elements.

Programs visited were:[8]

- **Caldwell Community College** is located in Hudson, North Carolina. The program provides adult basic, English-as-a-second-language, secondary and GED services. A workplace literacy program also operates in conjunction with Broyhill and Thomasville furniture manufacturers. Services are provided at 39 locations, including 12 worksites. The program operates on an open-entry, open-exit schedule except for one week between each of the college's four quarters. Almost all of its funds are from state and local sources.

- **Collier County Public Schools** is located near Naples, Florida. The program offers primarily adult basic and English-as-a-second-language services. Services are provided through an open-entry, open-exit format. Except for the first three weeks in August, the program is in operation throughout the year. The two primary service sites -- Naples and Immokalee -- operate completely independently of one another. The FY 1989 budget was $777,450. The majority of these funds are provided through the state's school finance formula and local property taxes.

- **Houston Community College** is the largest adult education program in Texas. Nearly 21,000 students participated in this program during FY 1989, half of whom are Hispanic. An

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[8]Summaries of the information collected at each site are presented in Appendix C.

Figure 1-1
Characteristics of Study Sites

Site	Type of Grantee	Urbanicity	Number of Students	Number of Sites	Number of Teachers
Caldwell Community College, North Carolina	Community College	Rural	2,067	39	45
Collier County Public Schools, Florida	LEA	Suburban	4,752	9	48
Houston Community College, Texas	Community College	Urban	20,912	75	168
New York City Community Service Agency, New York State	CBO	Urban	26,438	62	300
Quincy Community School District, Massachusetts	CBO	Urban	447	2	8
Richland Public Schools, South Carolina	LEA	Urban/Rural	3,298	41	60
St. Clair Shores Public Schools, Michigan	LEA	Suburban	936	8	67
Springfield Public Schools, Illinois	LEA	Urban/Rural	1,443	6	58
Sweetwater High School District,	LEA	Suburban	22,287	66	150

additional 24,000 students participated in amnesty classes funded through SLIAG. The program is supported by an overall budget of approximately $12.6 million, including $9.9 million from SLIAG. HCCS operates a year-round adult education program with open-entry, open-exit enrollment, and provides adult basic education, English-as-a-second-language, and GED instruction at 75 local sites. In addition, learning centers are available to students desiring a more individualized, self-paced curriculum. HCCS is the city's major delivery system for amnesty courses under SLIAG.

- **New York City Community Development Agency** is part of the New York City government's Human Resource Development Administration. It is responsible for distributing Federal, state, and local adult education funds to community-based organizations throughout New York City. During FY 1989, 39 community-based organizations were funded through the New York Community Development Agency; 23 provided adult basic education services and 23 provided English-as-a-second-language services. Most of the community-based organizations provide services ten months of the year, closing during July and August. Adult education services are generally provided in an open-entry, open-exit format.

- **Quincy School Community Council** is a community-based, adult English-as-a-second-language program located in Boston, Massachusetts. The program provides bilingual instruction to approximately 450 Chinese-speaking immigrants each year. The total program budget for FY 1989 was $311,958, including state, local, and private funds. No Adult Education Act monies contributed to this budget. Every staff member also serves as a student advocate, and provides basic counseling and support to students in dealing with health, family, housing, and immigration problems. The program uses materials that are developed by staff and students.

- **Richland School District One** is located in Columbia, South Carolina. The program provides adult basic, secondary, and workplace literacy classes for approximately 3,300 adults in the state capital. Classes are for the most part open-entry, open-exit, and are held at 41 different sites, including 15 workplace sites. Richland received the largest share of its FY 1989 budget of $676,916 from Adult Education Act funds. Two-thirds of participants are black, with most enrolled in high school completion classes.

- **St. Clair Shores Public Schools** is located in Macomb County, a predominantly white, middle-class suburb of Detroit. The program serves three school districts in the county and

provided assistance to more than 900 students during FY 1989. The state provides approximately $2.3 million of the program's $2.9 million in revenues. Classes are for the most part open-entry, open-exit, and adult secondary education students have the option of taking classes in a learning center, which boasts a more individualized, self-paced curriculum than regularly scheduled classes.

- **Springfield School District No. 186** is located in Springfield, Illinois. The program operates on a year-round, open-entry, open-exit schedule for most classes. The program's total budget for FY 1989 was $1.1 million, approximately 50 percent of which came from state public aid money. Program recruitment is directed toward welfare recipients and high school dropouts. To this end, the program employs a staff member to recruit public aid recipients. A second recruiter recruits low-level readers primarily through weekly visits and phone calls to the local JTPA office. The program offers students free transportation and free on-site child care.

- **Sweetwater School District** is a large, mostly Hispanic population just south of San Diego, close to the Mexican border. The program's more than 18,000 Hispanics account for more than 80 percent of the program's 22,000 participants, and more than 90 percent of the ESL students. Classes are offered on an open-entry, open-exit schedule in 66 sites, including three adult high schools and satellite centers at other schools, community centers, and other locations.

Each site visit was conducted over two days. At each program, interviews were conducted with the local program director, program administrators, full-time and part-time adult education teachers, and at most sites, with a few students.

Respondents were asked about the involvement of the state education agency, interaction with other local agencies and organizations, procedures for recruiting and retaining students, the content of instructional services, student assessment procedures, training and recruitment of adult education teachers, and the types of program data that are collected.

Report Organization

The remainder of this report contains three chapters. Chapter 2 reviews the research literature on issues related to the operation and services provided by local adult education programs. The third chapter summarizes the findings and responds

to the study's research questions. The fourth and final chapter discusses the study's conclusions.

CHAPTER 2

ADULT EDUCATION PROGRAMS AND SERVICES: FINDINGS FROM THE LITERATURE

Empirical research on adult education programs and services is quite limited in comparison with the available research on Federal elementary and secondary programs such as Chapter 1, P.L. 94-142, and bilingual education. The only previous empirical research study with national data on these topics presents information from the late 1970s (Young, et al., 1980). Subsequent studies funded by the Department of Education have relied on secondary sources or collected data directly from only a limited number of states or local programs (Moore & Jung, 1985; Sherman & Stromsdorfer, 1984; National Adult Literacy Project, 1984). A number of states have also conducted empirical investigations of adult education activities. These studies provide some useful data even though they are not necessarily representative of all adult education programs (Hughes & Brannon, 1988; Snow & Bentley, 1988; Pennsylvania Department of Education, 1987; Sherron, 1986; Jones & Petry, 1985).

This review is organized around five topics related to adult education programs: the context of adult education programs, program operation and activities, program services, assessment, and staffing. Information from this literature review provides an understanding of issues related to these topics, identifies specific issues to be addressed during local program site visits, and provides a framework for presenting the site visit data.

The Context of Adult Education Programs

Location of Adult Education Programs

The location of adult education programs is an important issue because transportation is frequently listed as one of the top barriers to participation in programs. Participants and staff have indicated that lack of access to public transportation or inadequate access to a local program site are important determinants of whether a student will exit a program prematurely (OVAE, 1988a; Young, et al., 1980).

Adult education programs are most frequently administered by local school districts whose primary purpose is providing elementary and secondary education services. In 1980, over 80 percent of grantees were local education agencies (LEAs) (Young, et al., 1980). However, five states -- Iowa, North Carolina, Oregon, Washington, and Wisconsin -- distribute Adult Education Act funds exclusively through community colleges (Education Commission of the States, 1987). This does not mean that 80 percent of adult education services are currently provided at elementary or secondary schools. Local education grantees may

provide services at other sites including community colleges, churches, and community-based organizations. Approximately one-third of adult education programs are located in schools, with the remaining programs provided in a variety of other settings (Moore & Jung, 1985; Young, et al., 1980). The variety of settings used at local adult education programs within a state is exemplified by data from several states. For example, a Pennsylvania statewide evaluation indicated that services were provided in high schools, learning centers, community centers, prisons, vocational technical schools, and hospitals (Pennsylvania Department of Education, 1987). The locations of adult education services in North Carolina include public school buildings, churches, community centers, correctional facilities, sheltered workshops, nursing homes, and libraries (Hughes & Brannon, 1988).

Characteristics of Program Participants

The most extensive data about participants in adult education programs are compiled by state adult education directors in their annual performance reports that are submitted to the Department of Education. During FY 1989, approximately 3.0 million adults were reportedly enrolled in Adult Education Act-funded adult education programs. Nationally, 54 percent of the participants were female and 46 percent were male during the 1988 program year (OVAE, 1990).

A majority of adult education participants are between the ages of 16 and 44 -- 39.9 percent are between the ages of 16 and 24, and 41 percent are between 25 and 44 years of age. Approximately 6.5 percent of adult education participants are 60 years of age or older. The percentage of women participating in adult education programs increases for the older age groups.

Only a relatively small percentage of eligible adults participate in the adult education program. This has been an ongoing concern. Nationally, approximately 4 percent of those eligible annually receive services. According to a 12-state survey conducted in 1983, the percentage of the population served ranges from 1.3 percent in Arkansas to 10 percent in California (Moore & Jung, 1985). A 1987 survey of 48 state directors found states served an estimated 6 to 14 percent of adults in need of literacy services (Education Commission of the States, 1987).

Another point related to participant characteristics is that over the last 10 years, Hispanics have become a growing segment of adult education participants. A decline in the percentage of participants who are white and black has been coupled with an increase in the percentage of Hispanic participants. The 1980 Development Associates study found that approximately 25 percent of adult education participants were black, 21 percent were Hispanic, and 43 percent were white (Young, et al., 1980). Data from the 1985 program reports submitted by each state indicate

that 17.9 percent of the participants were black, 31.3 percent were Hispanic and 36.9 percent were white.

Adult education programs have seen an increase in the number of participants with limited English proficiency. A 1987 national study of English-as-a-second-language programs found that the total number of limited-English proficient students in adult education programs stood at 41 percent -- almost double the 22 percent figure in 1978 (Campbell, 1987). The increase in English-as-a-second-language participants has been attributed in large part to the large influx of refugees in metropolitan areas in the past few years. More than 882,000 refugees from Laos, Cambodia, and Vietnam have emigrated to the United States since 1975, and immigrants from Haiti, Afghanistan, Ethiopia and Eastern Europe comprise about 25 percent of all immigrants each year (Bliss, 1989). This trend has implications for the types of services that might be offered in the future as well as for the type of staff that are needed.

Operation and Activities of Adult Education Programs

Assistance From State Education Agencies

Understanding the role of state education agencies in relation to local adult education programs is important because the Adult Education Act is administered through the states, which are responsible for distributing funds, overseeing and monitoring the program, and providing technical support. A 1987 national survey of state directors found that in most states, state education agencies are the main providers of Federal funds for adult literacy programs (ECS, 1987). However, the nature and extent of state administrative responsibility over local adult education programs has yet to be systematically examined.

The state role in local adult education programs has been discussed in at least two state reports. California assists local adult education projects in conducting student assessments, disseminating information, and providing staff development. State consultants use compliance review visits to support the implementation of competency-based adult education curricula (Alamprese, 1987). In Texas, the state education agency develops strategies for providing leadership in local program management and planning. The state assists local projects with developing program goals and policies and also conducts staff development activities for local project staff (Snow & Bentley, 1988).

Cooperation Between Local Adult Education Programs and Other Community Organizations

Cooperation or coordination among local agencies and organizations is an activity that is conducted by almost every local adult education program. However, the specific nature and

type of cooperation cannot be determined from the available sources.

Extent of Cooperation Among Programs. In the 1980 national study of adult education, 99 percent of local adult education directors reported that other local agencies and organizations were involved in some "significant way" with their local programs (Young, et al., 1980). However, this study acknowledged that "the extent to which various types of agencies are involved varies" (Young, et al., 1980, p. 133). In Pennsylvania, 80 percent of the local adult education programs were cooperating with at least one community agency, with the average number of cooperating agencies per local adult education project being 4.1 (Pennsylvania Department of Education, 1987). Almost 70 percent of local adult education project directors in Virginia reported that coordination and services received from local community agencies was adequate (Sherron, 1986).

Types of Cooperating Agencies. Local adult education programs appear to coordinate their programs most frequently with local school districts, state or local employment and training agencies, social service agencies, and local businesses, often establishing informal and formal cooperative agreements with them (Young, et al., 1980). Examples of the types of local agencies that Pennsylvania adult education projects report coordinating with include school districts, job training partnership offices, offices of vocational rehabilitation, bureaus of employment security, senior citizen centers, departments of public welfare, drug and alcohol rehabilitation programs, literacy councils, religious organizations, and institutions of higher education (Pennsylvania Department of Education, 1987). Texas adult education programs most frequently coordinate their services with local school districts, businesses, churches, voluntary and community organizations, and libraries (Snow & Bentley, 1988).

Cooperation or coordination appears to be an important component of effective or exemplary adult education programs (Mezirow, et al., 1975; OVAE, 1985; OVAE, 1988a). Fourteen of the 23 local programs that were finalists in a competition to receive an award from the Secretary of Education in 1985 and 1988 listed coordination as one of their major activities (OVAE, 1988a; OVAE, 1985). The agencies with which they coordinated were businesses, community-based organizations such as literacy programs, school districts, public state agencies (e.g., health and welfare, vocational rehabilitation, and employment agencies), medical facilities, churches, and programs sponsored through the Job Training Partnership Act.

Cooperation and interaction between local education programs and private industry might be increasing. In 1980, half of the local adult education programs reported involvement with businesses or unions (Young, et al., 1980). In 1985, two-thirds of the states reported affiliations between local programs and businesses or

unions, which offered space, equipment, funding, counseling and staff (Mark & Murphy, 1985).

Nature of Cooperation. The 1980 national study indicated that the most frequent type of local coordination activity involved recruitment, as indicated by 85 percent of the local project directors. Other types of coordination reported by at least half of the responding local adult education programs included increase of public awareness about the adult education program, increasing community support for adult education, and increasing feedback about the project (Young, et al., 1980). A countywide study in Kentucky found that local programs coordinated with other private and public organizations in the areas of referral, recruiting volunteers, providing classroom space, child care, program promotion, and monetary contributions (Darling, 1981).

Examples of activities that are coordinated by the finalists in ED's exemplary adult education program competition include: referrals for recruitment, placement in agencies providing support services, planning, receiving funds, sharing use of facilities, providing or sharing materials and equipment, and employment services such as job training, job placement, and tutor training (OVAE, 1988a).

Recruitment of Students

Few studies provide data on the recruitment efforts of adult education programs. The available literature provides scattered information on efforts made by adult education providers to publicize their programs and recruit participants. Recruitment methods most frequently used by local adult education programs include referrals from social and educational agencies, advertising through newspapers, radio, television, flyers, and brochures, and personal recommendations from program participants. Yet findings from different studies in recent years have been unable to bring about consensus of interpretation about the most effective methods of drawing potential students. Despite the fact that only a small percentage of the target population is reached -- as low as 1 percent in Alabama and 2 percent in Virginia and Pennsylvania (Sherron, 1986; Pennsylvania Department of Education, 1987; Moore & Jung, 1985) -- recruitment methods have not changed much in the last 10 or 15 years (Gadsden, 1988).

No one recruiting method seems to work best for all programs. Balmuth's (1987) research review found that participants in adult basic education programs tend to rely more on personal sources, such as current or recent successful program participants and, where proper follow-up existed, referrals from social and educational organizations. Data from the Pennsylvania Department of Education (1987) support findings attesting to the importance of personal contacts. An analysis of adult education programs in Maricopa County, Arizona, community colleges highlighted the use of similar recruitment methods (Vanis & Mills, 1987). Referrals

from social service agencies were cited as an important recruitment method by the local adult education programs surveyed as part of the NALP (1984).

However, data from two states on recruiting ABE and ESL students -- Virginia (Sherron, 1986) and Texas (Wallace, et al., 1987) -- suggest that direct outreach by adult education program staff generally brought in only a small percentage of participants. A 1985 study on 89 ABE programs across the country found radio, TV, and newspapers cited most frequently, personal contacts second, and letters to businesses third (Jones & Petry, 1985).

Outreach efforts through the mass media, however, may have more beneficial indirect effects on potential participants than is acknowledged by some adult education providers. A 1980 study of adult education programs in Portage Township, Indiana, suggested that, despite surveys showing that 52 percent of students learned of the programs through friends, the friends may serve as an "indirect conduit" of advertising campaigns (Indiana Department of Public Instruction, 1981).[9]

Well-known, established programs may also be able to attract potential students by their reputation (NALP, 1984). Recruitment efforts are most effective when they are continuing and follow a systematic plan. However, even when conducted through accessible media such as television and radio, recruitment may be ineffective due to poor targeting or an inability to accommodate a deluge of potential students (NALP, 1984).

Frequency With Which Programs Maintain Waiting Lists

With the very small number of eligible individuals who are receiving adult education services, especially adult basic education, one would expect that there should be waiting lists to enter adult education programs. Yet, the research literature, including the studies cited elsewhere in this review, offers few specifics on waiting lists, such as numbers of students, length of time on lists, or even the existence of waiting lists. One of the few exceptions is a survey of some 800 adult literacy programs in the United States which found that 17 percent of adult education programs and 59 percent of local literacy programs reported having waiting lists which averaged 103 people per adult education program and 34 per literacy program (NCES, 1986).

English-as-a-second-language programs in large urban areas have frequently been mentioned as having waiting lists. In fact,

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[9]Twenty-eight percent of the participants in Portage, Indiana indicated that they learned of the adult education program through print or broadcast media and nine percent through agency referrals (Indiana Department of Public Instruction, 1981).

recruitment efforts in these areas may not occur because of the high demand for services (NALP, 1984). However, waiting lists for ESL programs may be more common and longer than in adult basic or secondary education classes. In 1987 testimony before the House Education and Labor Subcommittee on Elementary, Secondary and Vocational Education, a New York State official said that limited-English-proficient adults are more likely than native English speakers to be self-motivated and, therefore, are more willing to have their names put on waiting lists. In New York City, he indicated, 8,000 potential English-as-a-second-language students were on waiting lists at one point (House Committee on Education and Labor, 1987). Programs are also being inundated with ESL applicants who need to meet the education requirements of the Immigration Reform and Control Act's amnesty provisions (Education Week, 1988).

Instruction and Support Services

Instructional Strategies

Researchers note two characteristics of instructional approaches for adults: that they often reflect modifications of methods used for children, and that they are typically the product of immediate and practical needs of teachers rather than a systematic investigation of instructional options (Kazemek, 1988; Gadsden, 1988; Harman, 1985; Fingeret, 1984; Newman, 1980; Hunter & Harman, 1979).

Adult education programs utilize a variety of classroom formats to present instructional material to students. The methods used depend on such factors as the needs and abilities of individual students, the types of programs and subjects offered, curriculum, and personal styles of teachers (Newman, 1980). Instructional approaches may also be influenced by classroom size, type of facility, and enrollment schedule (open or closed). The variety of instructional methods used reflects administrators' and teachers' interests as well as a desire for flexibility in meeting the needs of adults (Fingeret, 1985; Mezirow, et al., 1975).

Individualized instruction has become the principal format in basic skills classes, while classroom or small-group instruction is used most often in English-as-a-second-language classes. This finding is supported by surveys in Indiana and Virginia, and three national surveys (Bonnet, 1988; Sherron, 1986; Young, et al., 1980; NCES, 1986; ECS, 1987). The 1980 survey found that about 57 percent of adult basic education teachers used individualized instruction, while less than one-third used small group or self-study; barely 15 percent worked in a classroom style. In contrast, a majority of English-as-a-second-language teachers used the classroom style, while barely 30 percent used an individualized approach. Adult secondary education teachers relied largely on individualized instruction, with about one-

third using full-class instruction (Young, et al., 1980). A more recent survey by the Center for Education Statistics (1986) found that 65 percent of nearly 3,000 adult education programs offered individual tutoring; 66 percent offered group tutoring; and 77 percent offered classes.

Adult Basic Education. A variety of formats may be used to present materials to adults, but basic literacy classes tend to focus on one of two approaches. One is based on child-oriented models of reading, including phonics, decoding, and story books. With these structured approaches, methods range from teaching adult learners letter-sound combinations and blends to teaching them to master sight vocabulary words from their context in sentences. The other, less formalized approach is the language-experience method, which creates reading material drawn directly from the student's interests and experiences.

English-as-a-Second-Language. In ESL classes, which often involve a multitude of languages and ability levels, instructors employ a greater variety of approaches to present material to students. Teachers tend to emphasize developing a combination of skills for reading, writing, comprehension, and conversation. Researchers have identified several methods commonly used in English-as-a-second-language classes today. Among these methods are: drill and instruction, developing the learner's initial comprehension of a new language through kinesthetic responses to oral commands, role playing, discussion, and problem solving.

Use of Computer-Assisted Instruction

Computer-assisted instruction (CAI) is emerging as an important instructional tool for adult learners. It is difficult to determine the frequency of CAI use in adult basic education programs, as no systematic multi-state study has been conducted on the topic. Some limited data are available. In a 1984 study for the National Adult Literacy Project, researchers who visited approximately 38 field sites found that computers were present in most adult basic education programs and in half of correctional institutions (NALP, 1984). A Texas study reported that less than 35 percent of teachers used computer-assisted instruction (Snow & Bentley, 1988). In Indiana, one-third of programs used CAI for literacy instruction (Bonnet, 1988). In North Carolina, 86 percent of the programs offered CAI, but only 25 percent of the students were actually exposed to this instructional technique (Hughes & Brannon, 1988).

The amount of computer-assisted instruction in adult education programs varies widely depending on budget priorities in adult education programs, curriculum structure, and attitudes of administrators and teachers. In a field where resources are often limited and some educators are resistant to change, it may be difficult for program directors to fit computers into their budgets or to encourage teachers to incorporate technology into their classrooms (Nickse, 1986). The literature is also scarce

in providing information on the effects of computer-assisted instruction on adult learner progress and how CAI is incorporated into the adult basic education classroom.

Availability of Instructional Materials

Barely a decade ago, few materials were written specifically for low-level adult readers. But within the past few years, publishing houses have inundated the adult education market with textbooks, workbooks, story books, audio-visual materials and software packages (Rigg & Kazemek, 1985; Lerche, 1985). Some of the most well-known publishers include Prentice-Hall/Cambridge; Steck-Vaughn; Scott, Foresman and Company; McGraw-Hill; New Readers Press (Laubach); and Literacy Volunteers of America (LVA). Laubach and LVA are mentioned most often as suppliers of basic literacy reading material (grade levels 0-4).

Programs also make use of teacher-made and student-made materials, particularly as supplementary materials (Lerche, 1985). Teachers rely on resources, such as newspapers, audio-visual material, songs, maps, flash cards, teacher-made worksheets, and a host of materials used in everyday living. Supplementary materials have been cited as useful for maintaining student interest and retention in adult education classes (Balmuth, 1987). However, an examination of adult literacy curricula in New York City found that teacher-made materials were the most frequently used type of instructional material, with commercially-prepared materials used less extensively (Koen, 1986).

Some researchers remain critical of commercial reading materials available for adult readers. They point out that these materials tend to have short reading passages that are created using readability formulas which control length of words and sentences. These materials typically offer phonics, word attack and word recognition skills and often resemble the layout of elementary school workbooks (Rigg & Kazemek, 1985). Rigg and Kazemek (1985) also complain that the characteristically short reading passages use stilted language and are not long enough to build plot or characters. This can make reading difficult for the poorer readers for whom the stories are written. Chall (1987) stresses the importance of providing subject matter of interest to adults, and of integrating different materials so that they provide discernable and obtainable goals.

Adult education programs adopt different ways of choosing instructional materials, depending on the structure of the curriculum and the latitude teachers are given in the classroom. Without comprehensive catalogs to rate the effectiveness of materials, programs typically must rely on previous experience and market response to assess the merits of commercial materials (Newman, 1980).

Support Services for Participants

Research suggests that the abundance of hard-to-serve or special populations in adult education programs has also created a greater need for support services, especially given the economic needs of potential participants (Porter & Morris, 1987). In addition to instructional services, local programs may also provide a variety of support services for participants. These include counseling, vocational evaluation, child care, transportation to class sites, follow-up support for dropouts, job training, and referral to social service agencies.

Types of Support Services Provided. A 1980 national survey of project directors found that the most commonly available services were job placement and personal counseling, while the least available services were transportation and child care (Young, et al., 1980). Adult education programs use teachers, trained counselors, and support staff for counseling-related responsibilities such as orientation, diagnostic testing, placement, personal and academic counseling, career planning, assessment, exit and follow-up, and referrals (Hughes & Brannon, 1988; Pennsylvania Department of Education, 1987; Lerche, 1985).

The Development Associates survey found that of the available services, participants most often used personal counseling (Young, et al., 1980). Although there are no comprehensive national data to measure the use of counseling staff, more than half of programs visited in the National Adult Literacy Project had full-time counseling staff (NALP, 1984). In Virginia, however, 65 percent of adult basic education supervisors indicated that teachers had no access to trained counselors, while about 40 percent of programs said they provided counseling services (Sherron, 1986).

Reasons for Lack of Support Services. An important reason for the lack of support services at local adult education programs is that instructional services must be a priority and programs often find that their budgets will not allow for the support services they would like to offer (Porter & Morris, 1987). In addition to funding priorities, a number of other factors may serve as barriers to providing or accessing support services such as child care and transportation. These include: lack of sufficient staff, the high cost of liability insurance, difficulty in obtaining interagency agreements, unavailability of or students' unwillingness to utilize public transportation, and inconvenient location of facilities (Porter & Morris, 1987). Because of limited funds for support services, local programs have also relied heavily on coordination with community agencies and local organizations to provide alternative funding sources and facilities for child care and transportation (Porter & Morris, 1987).

Relationship Between Support Services and Student Retention is Unclear. In some instances, studies include conflicting data about the relationship between support services and student retention. Practitioners and researchers indicate that support services have been shown to be useful for recruitment and retention of participants (OVAE, 1988a; Jackson-Mayer, et al., 1987; Porter & Morris, 1987; NALP, 1984). Lack of child care and transportation are frequently cited as primary reasons why adults do not enroll in or remain in adult education programs (Jackson-Mayer, et al., 1987; Pennsylvania Department of Education, 1987; ECS, 1987; Sherron, 1986).

Counseling services, as well, are mentioned frequently as important factors in the overall success of programs and personal success of participants. Yet, the Development Associates study found no statistical link between the availability of support services and the length of time students spent in adult education programs. Researchers in the study suggest, however, that this may relate to the extent to which participants actually utilize services, rather than mere availability of services (Young, et al., 1980).

Student Assessment

Student Assessment Instruments

A variety of assessment instruments are used to place students in appropriate adult education classes, to measure their progress, and to determine if goals have been met when they end participation in a program. There are two primary types of standardized tests used in adult basic education: norm-referenced and criterion-referenced. Norm-referenced tests compare the performance of a student against a normative group (i.e., a group of individuals who have also taken the test). Criterion-referenced tests measure specific objectives and are concerned with mastery of a task or skill. They are designed more for self-paced or individualized instruction (Sticht, 1990).

Programs Use a Variety of Tests. Programs use many different tests including a combination of standardized tests and self-developed tests. A recent report identifies eight frequently used standardized tests in adult basic and English-as-a-second language education programs: the Tests of Adult Basic Education (TABE), the Adult Basic Learning Examination (ABLE), the Comprehensive Adult Student Assessment System (CASAS), English-as-a-Second-Language Oral Assessment (ESLOA), the Basic Skills English Test (BEST), CASAS/ESL, Reading Evaluation Adult Diagnosis (READ), and GED Official Practice Tests (Sticht, 1990). Previously, a national study found 66 different types of standardized tests used by local programs (Young, et al., 1980). Other widely used standardized tests are the Cambridge pre-GED test, Wide Range Achievement Test (WRAT), the Slosson Oral

Reading Test (SORT), and the Stanford Achievement Test (NALP, 1984; Young, et al., 1980).

Two surveys of Pennsylvania adult basic education programs found 77 different types of tests falling under the categories of diagnostic, placement, achievement, intelligence, and interest (Pennsylvania Department of Education, 1986; Zellers, 1986). Typical nonstandardized assessment devices include written tests devised by teachers, oral evaluation by teachers or counselors, and initial interviews (Sherron, 1986). A survey of teachers in Texas showed that self-developed tests, standardized tests, and tests from books were used in about even proportions (Snow & Bentley, 1988). In North Carolina, standardized tests (most frequently the WRAT) were often combined with in-house tests (Hughes & Brannon, 1988).

Tests Are Used in Different Ways. Development Associates provided the most comprehensive information on how assessment techniques are used by local programs -- 90 percent of project directors said standardized diagnostic tests were used for student placement; 82 percent said tests were used to measure student progress; and 62 percent indicated they were offered at time of course completion (Young, et al., 1980). Approximately 25 percent of program directors in the 1980 national study reported using nonstandardized, locally developed tests for placement and progress appraisal (Young, et al., 1980). Scores from standardized tests are also used by programs as indicators of program success, and may be used to satisfy state evaluation requirements (Sticht, 1990; NALP, 1984).

Local programs often differ in the types and uses of assessments. In Virginia, local programs differ in the ways they assess students and their programs, in how often they make assessments, and in the purposes of their assessments. One-fourth of Virginia adult basic education programs use some form of testing to determine initial placement (Sherron, 1986). A majority of teachers surveyed in the Texas program evaluation said they tested students throughout the duration of a course, while about one-fourth used tests only at the beginning and end. Most tests are written. English-as-a-second-language tests, however, are more likely to be oral, and ESL teachers tend to rely on tests less often (Snow & Bentley, 1988).

Problems with Reliability and Usefulness of Tests. Despite the extensive testing that takes place in adult education programs, the research identifies some serious questions about the reliability and usefulness of testing. Sticht (1990, p. 28), for example, has suggested that: "Many of the problems with standardized testing ... are due to the attempt to use one test for both program accountability and instructional decision making."

Teachers in the Development Associates study offered differing opinions on the effectiveness and reliability of the various

types of tests used by adult education programs (Young, et al., 1980). Similarly, the Texas adult education program evaluation emphasized the shortcomings of oral tests in measuring gains in English-as-a-second-language student progress (Snow & Bentley, 1988). In order to make oral testing more effective, teachers would like to see predetermined scoring criteria and more careful monitoring of student progress. The evaluation also pointed to the need for teachers to coordinate assessment with instructional methods (Snow & Bentley, 1988).

It also has been suggested that tests may provide inaccurate or misleading measurements of reading gains. Gains in one or more reading levels in a relatively short period of time may be attributed to statistical manipulation or to situational factors such as improving test-taking and study habits, or guessing on multiple choice questions, rather than mastering a set of skills (Sticht, 1988, 1990).

Furthermore, tests and other assessment or teaching methods can intimidate many students, bringing to mind past failures or problems in school. Tests may scare off potential students at the outset or prompt them to drop out of the program once they have started (Clark, 1986; Cranney, 1983; Mezirow, et al., 1975; Karlsen, 1970).

Some researchers have questioned the reliability and appropriateness of some standardized tests, which were first developed for school children 20 or 30 years ago (Cranney & Hollingsworth, 1986; Cranney, 1983). Tests such as the TABE, developed from the 1957 California Achievement Test, and the ABLE, developed in 1967, were normed on children and make few adjustments for adults except in changing wording to reflect adult experiences and interests (NALP, 1984; Newman, 1980). However, the TABE was revised in 1987 and the ABLE in 1986. A recent study by Sticht (1990) suggests that these revisions have expanded the range of skill levels that are assessed and have more specifically defined the skills to be measured. This report also indicates, however, that despite the new TABE's emphasis on adult content, its lowest level remains intimidating for low-level readers.

The lack of uniformity of assessment standards across programs essentially precludes nationwide data collection of assessment measures. Efforts to measure progress across programs are thwarted both by the sheer number and diversity of formal tests used and by the preponderance of informal tests (Alamprese, 1989). In addition to the use of typical grade-level tests, programs are making more frequent use of competency-based tests; applied performance measures in competency-based GED programs; and a different kind of assessment, offered by the Educational Testing Service, to measure basic and higher order thinking skills (Sticht, 1990; Alamprese, 1989).

Program Staffing and Training

Staff Configuration

Within individual adult education programs, typical staff positions include administrators, supervisors, teachers, counselors, teacher aides, tutors, and clerical staff. Most staff are teachers. (Young, et al., 1980).

State performance reports show that the vast majority of paid staff -- often as high as 90 percent or more -- work part-time. These part-timers are typically paid through hourly wages. In North Carolina, 65 percent of program directors surveyed reported having no full-time teachers on their staff (Hughes & Brannon, 1988). Surveys of adult basic education teachers across the states had difficulty estimating the total number of teachers because of the large number of part-time instructors (Journal of Reading, 1980).

Use of Volunteers. Volunteers are used extensively in adult education programs, primarily as tutors and more often in local literacy programs operating at beginning (0-4) levels. A 1985 nationwide survey (NCES, 1986) showed that about two-thirds of adult education programs used volunteers. The survey found that 94 percent of local adult literacy programs used volunteers, compared to 51 percent of adult basic education programs. State performance reports in 1988 showed that volunteers comprised anywhere from one-fourth to three-fourths of total staff per state.

Yet, the research literature also claims that volunteer tutors lack the professional training needed to teach adults with poor reading skills (Foster, 1989; Kazemek, 1988; Harman, 1985). This is particularly important because volunteer tutors are reported to be a primary source for instruction in basic literacy programs that use materials and tutoring techniques developed by Laubach and Literacy Volunteers of America.

Staff Characteristics

The research literature indicates that nationally, most adult education instructors are white females under age 40 who teach part-time (Mezirow, et al., 1975; Young, et al., 1980). These numbers are similar among volunteers, although volunteers tend to be older and are more likely to be retired (Gadsden, 1988). The typical English-as-a-second-language teacher -- similar to the adult basic education teacher -- has been characterized as a woman who works part-time an average of twice a week for a total of three hours. These teachers often have one or two other part-time jobs, with no office or space of their own (Bliss, 1989). Those who want full-time work often find they must accept administrative positions (Bliss, 1989). In addition to their teaching duties, instructors also are called upon to counsel and recruit participants, develop curricula, and train other

teachers. Programs that employ trained counselors use them primarily for intake, orientation, and testing of new students (Pennsylvania Department of Education, 1987; Lerche, 1985; Young, et al., 1980).

Teacher Training

A 1980 survey found that about two-thirds of the states require some type of certification for adult education teachers, with most of these states requiring certification in elementary or secondary education (Journal of Reading, 1980). A more recent survey found that about half of the states required certification in elementary or secondary education, and only 14 percent reported that certification in adult education was a requirement (Cope, 1984).

The literature also indicates that, aside from the state certification question, local programs themselves do not have uniform requirements for teachers in terms of teaching experience or educational attainment. One researcher notes that when selecting teachers, program directors are likely to value attitudinal qualities -- caring and sensitivity -- more highly than formal training in teaching adults (Cranney, 1983). Others point out, however, that good intentions alone will not meet the educational needs of adult learners (Foster, 1989; Fingeret, 1985; Hunter & Harman, 1979).

Training for adult education teachers is provided primarily through short-term, often voluntary, in-service classes and workshops conducted by the local programs themselves or by state or regional training centers. Although dozens of colleges and universities offer courses on adult education, few programs are directly involved in providing certificates to teachers. This is due largely to the lack of state certification requirements in adult education and to the disincentives for professional development for a predominantly part-time teaching force.

Most adult basic education instructors have teaching backgrounds, either in elementary or secondary education, but are less likely to have experience in adult education or in teaching remedial reading. It is very common for teachers to teach in public schools during the day and teach adults at night (Gadsden, 1988; Fingeret, 1985; Young, et al., 1980). It has been suggested that the predominance of paid teachers with backgrounds in elementary and secondary education means that adult education teachers, despite good intentions, general teaching ability, and some familiarity with remedial reading instruction, are not attuned to the needs of adult learners (Kazemek, 1988; Harman, 1985). Furthermore, the part-time nature of adult education teaching inhibits professional development, largely because those who teach during the day do not have the time or incentive to attend in-services or to obtain a degree in adult education.

Part-Time Nature of Adult Education Staff and Student Performance

The predominance of part-time adult education teachers, as well as inadequate training of teachers, have been cited as significant contributors to poor performance in adult education programs (Foster, 1989; Kazemek, 1988; Balmuth, 1987; Harman, 1985; Kavale & Lindsay, 1977). Yet, researchers have not arrived at a consensus definition of what is considered "adequate" training (Foster, 1989). The literature points to the disparities in the training opportunities that are made available to instructors by different states, the lack of training in critical areas in adult education, and the different levels of qualifications instructors bring with them to local programs. Harman (1985) addresses these issues when he states, "Some (teachers) have received a certain amount of training and are certified. Some have been trained and certified as school-teachers and apply teaching skills that are inappropriate. Others have no training at all and are not properly equipped for the role" (p. 29).

It should be noted, however, that no studies have been conducted that look at the relationship of teacher qualifications and training or part-time status to program effectiveness and student learning gains. Until such a study is conducted, the likely importance of teacher background will remain unverified.

CHAPTER 3

ADULT EDUCATION PROGRAMS AND SERVICES: FINDINGS FROM NINE SITES

This chapter presents study findings about the delivery of adult education services. Findings are organized around five topical areas:

- Financing of Adult Education Programs;
- Program Operations and Activities;
- Instructional and Support Services;
- Student Assessment; and
- Staffing and Training.

These findings are based on site visits to nine adult education programs, a review of the relevant research literature, and interviews with state adult education directors. The local programs were selected to include the range of services provided by adult education programs and are likely to represent "above average" programs. They are not necessarily representative of all adult education programs. Nevertheless, the information presented in this chapter provides an up-to-date perspective on the operation and services provided by local adult education programs across the country.

Financing of Adult Education Programs

Funding Sources

All nine study sites receive funds from other sources besides the Adult Education Act. In fact, Adult Education Act funds account for only a relatively small percentage of revenues at the study sites: 0.8 percent at St. Clair Shores, 1 percent at Sweetwater, 5.0 percent at Collier County, 5.4 percent at Houston, 11.2 percent at Springfield, 12 percent at New York, and 36.8 percent at Richland. The Quincy Community School received no support from the Adult Education Act in FY 1989.

State and Local Support. At the nine study sites state and local funds provide a substantial amount of support for adult education services. At five of the eight study sites providing data, state and local funds account for more than half of the adult education funds: Collier County, 95 percent; St. Clair Shores, 84 percent; Quincy, 75 percent; Springfield, 69 percent, including state learnfare money; and Sweetwater, 67 percent, including state GAIN

(learnfare) funds. It is important to remember, however, that these nine sites are not necessarily representative of all adult education programs. In the nine states where the study sites are located, state and local expenditures for adult basic education are generally much higher than in other states. In fact, state and local expenditures in California, Florida, and Michigan account for over 63 percent of state and local expenditures nationwide.

Other Federal Sources of Adult Education Funds. At the Federal level there are a number of programs which, although not devoted specifically and exclusively to adult literacy, support adult literacy services that are similar to those funded through the Adult Education Act. Major programs include the Job Training Partnership Act (JTPA), the Family Support Act (FSA), and the Immigration Reform and Control Act (IRCA).

Seven of the nine study sites -- Collier, Houston, New York, Richmond, St. Clair Shores, Springfield, and Sweetwater -- receive Federal funds from other programs besides the Adult Education Act. Four study sites -- Houston, St. Clair Shores, Springfield, and Sweetwater -- receive JTPA funds. SLIAG funds are also received by four study sites -- Collier, Houston, New York, and Sweetwater.

These other Federal programs frequently represent an important funding source for adult education services. The Immigration Reform and Control Act's State Legalization Impact Assistance Grants (SLIAG) account for 79 percent of total program funding at Houston Community College, 53.9 percent at the New York program and 19.8 percent at Sweetwater. Job Training Partnership Act monies comprise 11 percent of the overall program budget at St. Clair Shores (compared to less than one percent from the Adult Education Act), 8.3 percent at Sweetwater, and 6.5 percent at Springfield. Family Support Act funds are expected to increase revenues at many adult education programs over the next few years as the program becomes fully implemented.

Distribution of Program Expenditures

Analyses of expenditure data submitted by local program directors suggest that adult education programs spend the majority of their funds for personnel, with teacher salaries accounting for the larger part of this expenditure. These data reveal that local adult education programs spend anywhere from about one-third to approximately three-fourths of their operating budget on teacher salaries. Expenditures for teacher salaries at the eight sites providing data range from a low of 28 percent of the overall budget for Collier County Schools, to 56 percent for Richland, to a high of 73 percent for Sweetwater.

Operation and Activities of Adult Education Programs

Assistance from State Education Agencies

At most study sites, state education agency involvement is limited to overseeing the distribution of Adult Education Act funds to local programs, routinely monitoring the delivery of program services and expenditures, and periodically conducting a formal program review. The state education agencies also sponsor in-service teacher training activities.

Program directors at six of the sites -- Caldwell, Collier, Quincy, Richland, St. Clair Shores, and Sweetwater -- report that the respective state education agencies play a minimal oversight role and rarely provide local programs with substantive guidance. The state education agency appears to be only slightly more involved at the Houston site, where the Texas Education Agency provides program staff with assistance in selecting instructional materials.

At two sites -- New York and Springfield -- the state education agencies provide the programs with substantive assistance. New York State Education Agency staff meet regularly with staff from the New York program and other Adult Education Act grantees on different substantive issues related to adult education services. State education agency staff participate in program funding decisions, and discuss different approaches to providing instructional services and different instructional materials. The Illinois State Board of Education provides the Springfield program with technical assistance, program resources, and guidance with instructional approaches and strategies.

Thus, in the nine sites visited, most local adult education programs operate essentially on their own, having the overall responsibility for funding, program planning, staff development, student recruitment, and program assessment. One assistant program director points out, "Given the few dollars that the Adult Education Act puts into local adult education programs, it should surprise no one that SEAs are only marginally involved in local programs." Another director indicates that the lack of state involvement was not a problem as she had many years of experience.

Coordination Between Adult Education Act and Other Federally-Funded Adult Education Services

Services provided by the Adult Education Act are similar to some of the services supported by other Federal programs such as the Job Training Partnership Act, the Immigration Reform and Control Act, and the Family Support Act. Yet, discussions with local program staff suggest that with the possible exception of sharing computers, adult education services that are supported by

different Federal programs generally operate independently from one another.

At eight study sites -- Caldwell, Collier, Houston, New York, Richland, St. Clair Shores, Springfield, and Sweetwater -- adult education services supported by more than one Federal program are available. However, these services are provided separately from the Adult Education Act services. At the Collier County program, Job Training Partnership Act services are provided by a completely different division and the director does not see a need for coordination between the two programs.

Student placement within each of these programs seems to depend on how or where the student was recruited. Staff at these sites do not review and assess each applicant's needs and then determine what the most appropriate placement for the individual would be. For example, at the Springfield program a potential participant entering the program as a result of JTPA recruitment or referral receives JTPA services where the emphasis is on job training. No assessment is conducted to determine if the individual might be better suited to receive adult education program services.

The Sweetwater program is making somewhat of an effort to coordinate program services. JTPA- and SLIAG-funded services are viewed as a way of introducing participants to the district's other adult education services. Sweetwater recently began a JTPA-funded program that presents potential participants with recommended educational services based on an assessment of their skills.

Interaction Between Local Adult Education Programs and Other Community Organizations

All study sites work cooperatively with local organizations to coordinate activities in providing adult education services. Staff at all study sites point to both formal and informal ties that have been established with various community groups and organizations including local school districts, health facilities, social service agencies, local employment and job training agencies, and the business community. This finding is consistent with the research literature, which indicates that interaction between local programs and community organizations is an activity conducted by almost every local adult education program (OVAE, 1988a; Young, et al., 1980).

Staff at the study sites frequently consider such linkages to be a major program strength. A teacher who has been teaching in one program for seven years commented: "The local adult education program helps pull the community together because it draws from so many local agencies and attends to students' needs for job services and social services."

Extent of Interaction. Information obtained from study site visits reveals that all study sites interact with at least one community agency, and most interact with several different community groups. For example, the Springfield program works cooperatively with the Urban League, local businesses, and the Office of Public Aid; the Quincy program works with a local literacy training center, a neighborhood mental health facility, and other community groups; St. Clair Shores works closely with the local department of social services, an area community college and a local health center; Houston Community College maintains close ties with community-based organizations such as Catholic Charities; Collier County works with the Literacy Volunteers of America; and Richland and Sweetwater have close ties with businesses and community organizations.

Examples of Interaction. Study sites generally rely on community organizations as a source of referrals for program services. Staff at Collier County routinely receive student referrals from the local department of social services. St. Clair Shores works closely with the local department of social services and a local health center regarding student referrals. The Caldwell Community College and Springfield programs also rely on county social service agencies to refer participants to the program. This finding is supported by the research literature, which suggests that cooperation between local adult education programs and community organizations centers around recruitment and referral (NALP, 1984; Darling, 1981; Young, et al., 1980).

Space sharing is another common way in which local programs interact with community agencies. Churches, community centers, and local businesses open their doors to local programs, providing space for satellite classrooms, thereby enabling programs to provide readily accessible classes to participants in a variety of settings across their service areas. Springfield, for example, has several satellite programs. One program is located in a local adult retardation center, another in a community college, and several in area schools. Similarly, the Caldwell program provides adult education services at 39 locations, including 12 worksites, eight secondary schools, and at Caldwell Community College. Also, administrators at Richland pointed to numerous satellite programs, particularly for workplace literacy programs.

Reciprocally, local programs sometimes lend available space in their centers to community groups such as literacy projects, community summer programs, and youth organizations. For example, Richland's main academic center houses several local organizations and programs including the United Way, community summer enrichment programs, and high school test preparation classes.

Other examples of interaction between adult education and community programs exist. Recruiters at the Springfield program work cooperatively with the Urban League to sponsor summer activities. The Quincy Community School has a fairly active network of exchange with a local literacy training center in which teachers participate in training workshops as both students and workshop leaders. As part of coordinating the SLIAG amnesty educational process, Houston Community College maintains close ties with community-based organizations, such as Catholic Charities, throughout the city by subcontracting with these organizations in the delivery of educational services to the immigrant population. In Richland, the program director works closely with businesses to establish workplace literacy programs.

Procedures for Recruiting Students

Recruiting students is not an important activity at the study sites, although the research literature cites the importance of aggressive recruiting procedures for adult education programs (NALP, 1984).

Only one site -- Springfield -- expends substantial resources for recruitment activities. This program employs two full-time recruiters who regularly visit local social service and JTPA offices to recruit students. Another site -- St. Clair Shores -- recently formed a recruitment committee and reports adopting more aggressive recruitment strategies.

At the remaining program sites, recruitment is done in a less formal manner using a variety of methods. Recruitment methods used at four sites -- New York, Quincy, Sweetwater, and Caldwell -- typically rely upon word-of-mouth, posting flyers, and distributing brochures throughout the community as the need arises to advertise program vacancies. Richland, Collier, and Springfield rely on the media, including radio and television announcements and newspaper advertisements to recruit participants.

Two programs report relying on even more limited recruitment methods. Houston Community College's adult education programs are listed in the community college catalogue, although the specific class schedule and site is not published. Sweetwater's only method of recruitment is to mail program brochures to district residents.

Frequency With Which Programs Maintain Waiting Lists

The only study site with a substantial waiting list for adult basic education services is the Houston Community College, which has waiting lists for all adult education facilities. In addition, one component of the Richland program, a beginning reading program that uses volunteer tutors who work with students

on a one-to-one basis, frequently has a waiting list because of the often lengthy time required to recruit and train tutors. Program staff at the remaining sites report that they have been able to serve all participants by incorporating new entries into existing classes. This approach is usually not a problem when programs follow an open-entry schedule. As one program director states: "Students are usually able to move into ongoing programs with relative ease. However, I can imagine that phasing students into classes taught on a semester or quarter cycle can be frustrating for the teacher and risky for the student."

Waiting Lists for English-as-a-Second-Language Services. Both state and local program directors and the literature are in agreement that when waiting lists do exist, they are generally found in English-as-a-second-language programs in large urban centers (Murphy, 1987; Bliss, 1989). Two of the study programs have waiting lists for English-as-a-second-language services. The Quincy Community School, which offers only ESL services, maintains a waiting list of over 1,000 persons, with the average waiting time being three years. The length of Houston Community College's waiting list for English-as-a-second-language services varies from site to site, ranging from 100 to 150 applicants.

Waiting lists for English-as-a-second-language services may become an even more common situation with the fast approaching deadline for fulfilling amnesty requirements. In areas where programs are being inundated with ESL applicants, some advocates fear these immigrants will not be able to get into and complete their programs before IRCA's legalization deadline in late 1990 (Education Week, 1988).

Program Activities Designed to Promote Student Retention

Site visit data indicate that activities designed to promote student retention in adult education programs are generally not a program priority even though all sites report that retention is a problem.

All study sites report that teachers are encouraged to use instructional techniques that emphasize student motivation and provide positive reinforcement. For the most part, little else is done by other staff members to help students stay in the programs. Six programs -- Caldwell, Collier, Houston, New York, Quincy, and Richland -- do not conduct any special activities designed to promote student retention. The primary responsibility for retention efforts at these programs rests with teachers, who typically may make phone calls or write letters to absent students.

Three programs -- St. Clair Shores, Springfield, and Sweetwater -- place at least a greater emphasis on student retention activities. St. Clair Shores has formed a student retention

committee which is charged with devising approaches and strategies to improve student retention. Springfield employs a full-time retention specialist who works with students in dealing with academic and personal problems. Program staff report that it is not unusual for the retention specialist to help participants find housing, locate employment, purchase groceries and clothes and pay utility bills. Sweetwater's counselors work with participants who are experiencing academic or personal difficulties.

Key Elements to Promote Student Retention. Staff at all study sites point to two underlying factors as being most critical to student retention: (1) personal attention from teachers and (2) strict monitoring of attendance. One counselor comments: "Students need to have others (teachers) believe they can succeed." Another counselor notes that students are encouraged and motivated when "they see organization, planning, rules and limits, and teacher accountability and dedication (doing paperwork, showing up for class). They see them (teachers) as professionals and sense that they are there because they want to be there."

Data Collected by Adult Education Programs

The study sites do not consider collecting data about program participants, including maintaining easily accessible records of pre- and post-test scores, attendance, and program completion, to be an important activity. The study sites typically collect only data required by the states in order to meet Federal reporting requirements. These data include descriptive information about program participants, attendance data, and completion figures. Houston Community College was the only local program to report collecting data that were substantially in excess of state education agency requirements. For example, the Houston program collects a student evaluation of instruction and teaching and administers a follow-up survey to participants who have left the program.

Follow-up data collected on program dropouts are generally spotty and incomplete. In addition to the Houston program, Springfield, Quincy, Richland, and Sweetwater were among the programs in which directors report attempts to collect follow-up data on students who have left the program. These data are usually collected through postcards, telephone calls or a letter, and occasionally through formal surveys. Information gathered from departing students is reportedly used to forecast enrollment, estimate dropout rates, and to determine student satisfaction. It is not clear, however, what the rate of response is, or for how long students have been out of a program before they are contacted.

Validity of Data Collection Efforts. Analyses of study data suggest that the validity and reliability of program data are

open to question when data collected from various local programs are aggregated across program sites and sent to the Department of Education. Even though the Department of Education specifies how local programs are to count participants, discussions with program directors suggest that no universal definition of "participant" or "dropout" is used. At Caldwell, students are considered participants if they have attended six classes, which is the equivalent of six or nine hours. At Collier, individuals are considered to be participants before completing 12 hours of instruction, while at Richland and St. Clair Shores, information is collected only on those individuals who have completed at least 12 hours.

Program directors also define dropouts in different ways. Information from the site visits indicate that the data collected by the programs are generally incompatible with each other. Houston considers a participant to have dropped out if he or she has not completed a stated objective. At the New York program, individuals who stop attending classes after increasing one grade level are not considered to have dropped out. A St. Clair Shores participant is not considered to be a dropout if he or she leaves to take a job or to transfer to another educational setting. The Collier program director reports that it is nearly impossible to determine the dropout rate because most participants are migrant workers and classes are open entry, open exit.

Instructional and Support Services

Scheduling of Services

Adult education programs generally operate on a year-round basis, although staff at some programs report a slow-down period during the summer months. The Caldwell, Collier, Houston, Quincy, and Sweetwater programs operate a full program throughout the year, with short intersession breaks in their year-round schedules. Three programs -- Richland, St. Clair Shores, and Springfield -- offer abbreviated programs during the summer months. Some of the New York Community Agency's program sites operate during the summer, while others do not.

Most of the study programs operate on an open-entry, open-exit schedule. (See Figure 3-1). These include Caldwell, Collier, New York, Richland, and Springfield. In comparison, the Quincy Community School operates on a full semester schedule and the Houston, St. Clair Shores, and Sweetwater programs offer mostly open-entry, open-exit services along with some fixed-cycle classes.

Commenting on the open-entry policy, one teacher responds: "It's almost impossible to keep a class together for 15 weeks straight, all at the same time. How else would you do it if not using an

FIGURE 3-1
TYPE OF ENROLLMENT, SUPPORT SERVICES, AND STUDENT ASSESSMENT REQUIREMENTS AT STUDY SITES

Site/State	Type of Enrollment	Support Services	Testing
Caldwell, N.C.	Open-entry	Not available through AEA funds;[1] counseling at some workplace sites; child care at some churches	TABE for pre- and post-test; Laubach Locator for low-level readers
Collier, Fla.	Open-entry	Bus transportation at one site; job counseling at county voc-tech school	TABE Locator and full TABE at placement; also use ABLE, BSAP, and Minimum Essential Tests
Houston, Tex.	Open-entry	Not available through AEA funds; access to community college services such as counseling and job placement; other scattered off-site services	TABE for ABE and GED placement; LADO and Texas A&I-developed tests for ESL; some benchmark tests for progress testing
New York City, N.Y.	Open-entry	Not available through AEA funds; some CBOs offer counseling and child care	Standardized test required for placement of all applicants above a third-grade reading level; TABE is most common; progress test given every 100 hours
Quincy, Mass.	Semester (23-week cycles)	Student advocacy, counseling and referral; supplemental tutoring; drop-in child care during class hours	Staff-developed written and oral placement tests, pre- and post-tests
Richland, S.C.	Open-entry	None available through AEA funds	SORT at intake; TABE for progress testing of ABE and ASE; assorted unit and teacher-made tests; high school completion students must take state exit exam
St. Clair Shores, Mich.	Mostly open-entry; some fixed cycle classes	Free on-site child care; job counseling, personal and academic counseling	TABE and ABLE for ABE placement; general interview for ESL placement, BOTEL given later (or for advanced ESL); pre- and post-test required
Springfield, Ill.	Open-entry	Free on-site child care; free bus service; job placement; full-time retention specialist	TABE at placement; SRA and MOTT series for progress tests, which are given approximately every 40 hours of instruction
Sweetwater, Calif.	Open-entry	Counseling; some welfare-funded child care	CASAS (competency-based) for pre- and post-tests

[1] Some support services are available through Caldwell Community College and Technical Institute.

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open-entry schedule?" Whatever the scheduling format, staffs across all programs indicate that teachers maintain some flexibility to add new students as classroom openings occur.

Instructional Strategies Used by Adult Education Programs

Individualized instruction is the primary instructional strategy used at the study sites for adult basic and secondary education. However, English-as-a-second-language instruction is more frequently provided in a small-group or whole-class setting. This finding reflects the research literature, which indicates that individualized instruction is the predominant method of adult education instruction (ECS, 1987; NCES, 1986; Young, et al., 1980).

Adult Basic Education. Six of the eight sites offering adult basic education -- Caldwell, Collier, Houston, New York, Springfield, and Sweetwater -- rely primarily on individualized instruction. St. Clair Shores uses mostly full-class instruction and also offers individualized instruction through a learning center. The Sweetwater program uses full-class, small-group and individualized instruction in providing adult basic education services.

English-as-a-Second-Language. Study sites generally provide ESL services in a small group or full-class setting. Four of the eight sites providing English-as-a-second-language services -- Collier, New York, Springfield, and Sweetwater -- rely primarily on a small group instructional strategy. Three sites --- Caldwell, St. Clair Shores, and Quincy -- use full-class instruction. The Houston Community College program is the only one of the study sites that provides ESL services primarily through individualized instruction.

Adult Secondary Education. Seven of the eight sites offering adult secondary services -- Caldwell, Collier, Houston, New York, Richland, Springfield, and Sweetwater -- use an individualized instructional approach. The St. Clair Shores program offers both full-class and individualized instruction.

Computer-Assisted Instruction

Information obtained from the study site visits suggest that local adult education programs are making a concerted effort to integrate computer-assisted instruction (CAI) into their overall instructional programs. The extent to which teachers draw upon computer-assisted instruction, however, varies from program to program.

At three sites -- Caldwell, Houston, and Richland -- computer-assisted instruction is an important instructional tool used by almost all participants. Caldwell Community College staff

estimate that 100 computers are in use at various sites, with most sites having between five and 15 computers. The Houston Community College program also makes extensive use of computer-assisted instruction, especially at the program's six learning centers. Computer-assisted instruction accounts for up to 50 percent of instructional time in some Richland classes.

Three programs -- Collier, St. Clair Shores and Sweetwater -- do not use CAI for adult education services. Staff at the Collier County program report that computer software is quite limited and expensive. However, at St. Clair Shores and Sweetwater, computer-assisted instruction is extensively used in JTPA-funded services.

The Springfield and Quincy programs are making efforts to increase computer-assisted instruction in their programs. At Springfield, there is at least one computer available in each class. The Quincy Community School recently hired a part-time computer coordinator who is responsible for assisting teachers in integrating CAI into their lesson plans.

Instructional Materials Used by Adult Education Programs

Data from interviews with local program staffs indicate that local adult education programs typically do not use formal curriculum packages. Six of the study sites -- Caldwell, Collier, Houston, New York, St. Clair Shores, and Springfield -- use a variety of instructional materials from different publishers. Instructional materials at these sites include workbooks and high-interest, low-readability readers. Instructional materials at these programs are not standardized across the sites, and each teacher can select which instructional materials to use. As such, materials used by an individual student may change from session to session as the teacher seeks to determine the materials that are most suitable for individual students.

Three sites -- Quincy, Richland, and Sweetwater -- follow a more formal curriculum. Teachers at these sites do not have the flexibility in choosing different instructional materials. The fact that Richland and Sweetwater use competency-based curricula precludes the use of different instructional materials.

Use of Commercially-Produced Adult Education Materials. Information from the site visits indicates that commercially prepared materials are extensively used by local adult education programs. All sites except the Quincy Community School use instructional materials developed by commercial publishers. The extensive use of commercially produced materials is supported by the available research (NALP, 1984; Hunter & Harman, 1979).

Several publishers are consistently mentioned by local program staff as providing the majority of adult education materials for local programs. Among the most frequently used publishers are Steck-Vaughn and New Readers Press for adult basic education, Contemporary and McGraw-Hill for GED, and Steck-Vaughn and Cambridge for ESL.

Teachers and directors at the study sites are satisfied with the types and quality of available materials, and feel that the commercial materials available are appropriate for the adult learner.

Two sites -- New York and Quincy -- report using instructional materials that have not been commercially developed. The New York Community Action Agency reports that its programs make extensive use of materials that have not been developed by commercial publishers, including newspapers. The Quincy Community School, which teaches Asian immigrants, is the only program among the study sites to develop a curriculum, including instructional materials and assessment instruments, specific to the needs of its students.

Support Services Provided by Adult Education Programs

Directors and other program staff at the sites visited report that support services, such as child care, counseling, transportation, and employment counseling, usually are not provided to participants because of the decision to spend program funds on institutional services. Only two sites -- St. Clair Shores and Springfield -- provide extensive support services. Services available through St. Clair Shores include child care, job referral assistance, and academic and personal counseling. Springfield offers child care, bus service and job placement assistance.

Five sites -- Caldwell, Houston, New York, Richland, and Sweetwater -- do not provide support services through the adult education program. Quincy provides child care services. Collier County operates a school bus that provides transportation within the community to and from the program site.

The lack of support services at most study sites is consistent with the research literature which indicates that services such as transportation and child care are usually not provided by adult education programs even though it is thought that the availability of support services would reduce the number of dropouts (Porter & Morris, 1987; Pennsylvania Department of Education, 1987; Jackson-Mayer, et al., 1987; Sherron, 1986; NALP, 1984).

Student Assessment

Assessment Instruments Used by Local Programs

Study data indicate that adult education programs use standardized assessment instruments to measure the literacy skills of new participants. For adult basic and secondary education participants, six of the nine sites -- Caldwell, Collier, Houston, New York, St. Clair Shores, and Springfield -- use the Tests of Adult Basic Education (TABE) to assess students upon entry into the program. Richland uses the TABE to assess student progress, but not to assess entering students. At three of these programs -- Caldwell, Collier, and St. Clair Shores -- the Adult Basic Learning Examination (ABLE) is also used. The Collier County program first uses the Laubach Locator, and if a participant's score is too low, the TABE is not administered. Richland uses the Slosson Oral Reading Test (SORT) and Sweetwater uses the Comprehensive Adult Student Assessment System (CASAS) to assess new participants. The research literature identifies these standardized tests as among the most widely used by adult education programs. (Sticht, 1990; NALP, 1984; Young, et al., 1980).

Dissatisfaction with the TABE. Staff at three study sites -- Caldwell, Collier, and Houston -- are dissatisfied with the TABE. Staff at Caldwell Community College do not consider the TABE to be either a useful diagnostic instrument or appropriate for individuals reading below the third grade level. Collier County staff maintain that the TABE is both intimidating and inappropriate for adults. Staff at the Houston Community College program also believe that the TABE is unfair to adults with basic literacy problems. These concerns are generally consistent with those presented in the research literature (Sticht, 1990; 1988).

Instruments and Procedures for English-as-a-Second-Language. Procedures and instruments used to assess the literacy skills of English-as-a-second-language students are different from those used for adult basic and secondary education participants. At the Caldwell program, verbal abilities of English-as-a-second-language students are first assessed through interviews. The TABE is administered only if their verbal ability is of a sufficient level. Houston uses both the LADO examination and a state-funded instrument developed by Texas A & I University. St. Clair Shores generally does not use standardized assessment instruments for entering English-as-a-second-language students. The Quincy Community School, which only has English-as-a-second-language participants, uses staff-developed written and oral tests to assess the literacy skills of incoming students.

Uses of Assessment Instruments

The study sites use standardized assessment instruments to meet state and Federal evaluation requirements. As such, tests are used for student placement and as a measure of course completion. Few teachers report using tests for diagnostic purposes or as an instructional tool. This finding is mirrored in the research literature (Young, et al., 1980; NALP, 1984).

Tests that accompany instructional materials typically are used as "unit tests" by the study sites to determine if a participant has mastered a specific concept or exercise and is ready to proceed to the next lesson.

Program Staffing and Training

Staffing Configuration

The overwhelming majority of program staff at the study sites are teachers. At eight of the nine study sites, between two-thirds and three-quarters of the program staff are teachers. This finding is consistent with the research literature which indicates that most staff at adult education programs are teachers (Young, et al., 1980).

Volunteers are not extensively used by most of the nine study sites. This contrasts with data from national studies that indicate an extensive use of volunteers (NCES, 1986). Caldwell and Sweetwater occasionally use volunteers as a teacher or teacher aide. A few volunteers at the Quincy program are used as tutors and to supplement the clerical staff. At St. Clair Shores the few volunteers serve as teacher aides or work in the nursery. The Collier program does not use any volunteers.

Three programs -- Houston, Richland and Springfield -- extensively incorporate volunteers in their instructional programs. These programs use volunteers as tutors, usually in one-to-one reading programs.

Part-Time Nature of Adult Education Teachers

The majority of adult education teachers are part-time employees. At four of the eight sites providing data, less than 10 percent of the teachers are full-time employees -- Caldwell (0 percent), Collier (6.3 percent), Houston (3.0 percent), and Richland (3.3 percent). The percentage of full-time teachers at the remaining sites are 12.5 percent at Quincy, 19.0 percent at Springfield, 32.8 percent at St. Clair Shores, and 40.9 percent at Sweetwater.

Program directors at the study sites are generally quite satisfied with the part-time nature of teaching staff at their

programs, although they would not mind having some additional full-time staff. Directors do not view the situation as adversely affecting instruction or as a problem for the program. One program director finds part-time teachers to have a great deal of enthusiasm, which minimizes the problem of teacher burnout. This director maintains that the varied backgrounds of the part-time staff enrich the program in a way that a completely full-time staff could not. However, another program director expressed a concern that too many adult education teachers are moonlighting elementary and secondary education teachers. Yet, this same individual also would not want to see adult education teaching become a full-time profession. This view from local program staff at the nine study sites contrasts sharply with that of researchers who indicate that the part-time status of most adult education teachers is a major problem in adult education (Foster, 1989; Kazemek, 1988; Harman, 1985).

Teacher Recruitment

Recruiting teachers is not a problem for the nine study sites. Only three programs -- Richland, Springfield, and Quincy -- even mention the need to advertise teaching vacancies in newspapers. At the Collier program, prospective teachers often approach the program director. The Collier program currently has three teachers who are waiting for a vacancy. Houston Community College also currently has more teachers than the program needs. The remaining programs -- Caldwell, New York, Richland, St. Clair Shores, and Sweetwater -- also indicate that recruiting teachers is a relatively easy task.

Teacher Retention

Teacher turnover is not a problem at the study sites. A substantial number of teachers at all sites remain with the programs for a number of years. This finding from the study sites is contrary to the research literature, which indicates that adult education programs are plagued by high teacher turnover (Foster, 1989; Harman, 1985). State directors of adult education interviewed for this study also noted that teacher turnover is a problem faced by adult education programs.

Staff at the study sites attribute relatively low teacher turnover to several factors. Many staff from different programs indicate that the program schedule is an attraction. They cite "the flexibility of part-time work, especially when trying to raise a family" as having a magnetic pull for many teachers, certified in elementary or secondary education, who are interested in staying current in the educational arena, yet unwilling or unable to maintain full-time employment. The part-time work schedule is also attractive for full-time teachers interested in earning additional money. Another director indicates that adult education teachers also like the benefits of

not having to take work home, smaller classes, and shorter working days.

Teacher Training

The amount of teacher training varies from study site to study site. (See Figure 3-2). When in-service training is provided it is mostly through on-site workshops or at workshops conducted by the state or attendance at conferences.

The three programs with the most extensive training requirements are Caldwell and Houston -- both community colleges -- and New York. Teachers at Caldwell Community College are required to attend at least 10 hours of in-service training (a state requirement) and are paid for training time. Houston Community College teachers are required to receive 12 hours of in-service training as a condition of continued employment, although they are not paid for training time.

At the New York program, providing staff development is considered one of the New York Community Development Agency's most important responsibilities. The Agency is required to provide at least 15 hours of staff development for part-time, inexperienced teachers; 10 hours for part-time, experienced teachers, 30 hours for full-time, inexperienced teachers, and 20 hours for full-time, experienced teachers. Part-time teachers are not paid for in-service training time.

Teachers at three sites -- Richland, St. Clair Shores, and Springfield -- are also required to attend in-service training. Part-time teachers at Richland and New York generally are not paid for training time. All teachers are paid at Springfield and St. Clair Shores. Richland teachers are required to attend four hours of training; St. Clair Shores teachers must attend one workshop per year; and Springfield teachers receive between three and 20 hours of in-service training per year.

Three programs -- Collier, Quincy, and Sweetwater -- do not require in-service training. The Quincy and Sweetwater programs offer some limited training opportunities. The Collier program does not offer any in-service training, although it will send teachers to state conferences or other meetings.

The content of in-service training covers a range of topics, including: adult learning styles, students' reading difficulties, workplace literacy curricula, computer-assisted instruction, and the use of community resources. For example, at Quincy, training typically focuses on advocacy issues, phonics, and using community resources; at Sweetwater, teachers are trained in computer-assisted instruction, how to assess instructional materials, and approaches to teaching reading.

FIGURE 3-2
TEACHER TRAINING REQUIREMENTS AT STUDY SITES

Site/State	Training Required	Training Offered	Training Compensation
Caldwell, N.C.	10-12 hours per year (state minimum is 10 hours)	Periodic state and local in-services	All instructors are paid
Collier, Fla.	Voluntary	Typically 6 hours in-house at start of semester; voluntary attendance at state, regional workshops	None
Houston, Tex.	New teachers: 6 hours of pre-service; Volunteers: 12 hours of pre-service; State requires 12 hours per year	In-house pre-service; periodic state, local in-services	None
New York City, N.Y.	Part-time, experienced instructors: 10 hours per year; part-time, inexperienced: 15 hours; full-time, experienced: 20 hours; full-time, inexperienced, 30 hours	Frequent in-house staff training	Full-time instructors are paid; part-time instructors are not paid
Quincy, Mass.	Pre-service involving observing and co-teaching; voluntary in-service	Voluntary, periodic in-house, state and local in-services	All instructors are paid
Richland, S.C.	Four hours per year (state requirement)	Frequent in-service opportunities: semi-annual state workshops; in-house training (4-8 hours per year); local and regional workshops	Full-time instructors are paid; part-time instructors are not paid
St. Clair Shores, Mich.	Minimum one workshop per year; 4-hour pre-service	Periodic state and local in-services	All instructors are paid; partial tuition reimbursement available for college courses
Springfield, Ill.	Minimum one workshop per year	Periodic state and local in-services (average 3 - 20 hours per year)	All instructors are paid (part of union negotiation)
Sweetwater, Calif.	Voluntary	Access to regional staff development at ESL Institute and San Francisco State University	None

Difficulties Faced by Programs in Providing Training. Providing in-service training for adult education teachers is a complicated task. One difficulty programs must face relates to teachers' schedules. Most teachers are part-time employees with either other part-time jobs during the evening or full-time jobs during the day. This situation makes it quite difficult to schedule in-service training during the day. Such was the case for several part-time teachers at Quincy. The director of another program reports: "Finding a time outside of class time when all staff can meet for a workshop or training session is difficult. Some teachers are employed elsewhere and juggling schedules can be a problem."

Another difficulty is that in some programs teachers are paid only for time spent in the classroom and would not be paid for in-service training. One program administrator remarks: "I have a hard time mandating that teachers attend a training session when it is done on their own time and for which they are not getting paid."

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CHAPTER 4

CONCLUSIONS

Adult education programs visited during this study reflect the range of adult education services that are available throughout the country. Information about the operation and services at nine local adult education programs was presented in the previous chapter. In this chapter, a number of key conclusions about the delivery of adult education services at the study sites which have emerged from this study are presented.

Accountability and Reporting Requirements Contained in Different Federally-Funded Programs Providing Adult Education Services Impede Local Coordination

Adult Education Act-funded services at the study sites are usually not coordinated with services funded by other Federal programs such as the Job Training Partnership Act, the Family Support Act, and the Immigration Reform and Control Act. Program coordination will become an even more important issue when the Family Support Act is fully implemented.

Typically, each Federal adult education program operates as a separate entity, often utilizing different definitions of an eligible adult, targeting different age groups, and supporting different types of services. For example, a potential student entering the Springfield program as a result of a JTPA recruitment or referral receives JTPA services, where the emphasis is on preparing the student specifically for entry into the labor force. No assessment is conducted to determine if the individual might be better suited to receive Adult Education Act-funded services.

Also, the adult education services supported by these different programs are not necessarily operated by the same office or division. In Collier County, for example, services provided with Adult Education Act funds and basic skill services supported with Job Training Partnership Act funds are provided through completely different offices.

At least two factors contribute to the lack of coordination by local service deliverers. The accountability and reporting requirements contained in each statute serve to encourage local programs to operate the programs separately. Local programs are required to demonstrate to Federal and state officials that funds are being spent consistently with the legislative provisions and program regulations. It is usually easier to provide such assurances when the services and participants supported by each program can be clearly identified.

Federal- and especially state-level mechanisms required to ensure interagency coordination do not exist even though the statutes

generally contain provisions that require or suggest coordination. Federal funds from different programs that support adult education services are distributed to local programs through different state government agencies and offices. The state offices in turn distribute these separate streams of funds to local service delivery agencies. Consequently, without specific mechanisms, the coordination of services among different funding sources is unlikely to occur.

When local programs do obtain funds from multiple sources, they pay an information burden price, since each program has its own reporting requirements. Program staff often find themselves collecting the same information in slightly different formats to satisfy the different data gathering and accountability requirements of different programs. One director sums up this frustration: "I feel that so much of my time is wasted responding to duplicate requests from three or four different agencies for what is essentially the same information, but because each agency has a different reporting format, I am forced to generate the same information several times." Another director reports: "Here's a request from JTPA for information on my students' contact hours. I just got done writing all that up for social services! Don't any of those state people who run these programs talk to one another?"

Duplicative reporting requirements cause program directors to think twice about pursuing funds to support adult education services from different sources. One director reports: "I would like to have the additional funding from some of the grants that are available. But the added paperwork involved is just not worth it to me. So we have limited our additional funding efforts to Learnfare." Another program is not requesting State Legalization Impact Assistance Grant (SLIAG) funds because the director does not believe the additional funds that would be provided to pay for educational services are worth the additional reporting requirements.

Waiting Lists Are Not Common at Adult Education Study Sites

With the very small number of eligible individuals who are receiving adult education services, especially adult basic education, one would expect that there should be waiting lists for services. Yet the research literature and information from the state directors of adult education and study sites indicate that waiting lists for adult education services are usually only found in English-as-a-second-language programs in large urban areas. Two of the study programs have waiting lists for English-as-a-second-language services. The Quincy Community School, which offers only ESL services, maintains a waiting list of over 1,000 persons, with the average waiting time being three years. The length of Houston Community College's waiting list for

English-as-a-second-language services varies from site to site, ranging form 100 to 150 applicants.

Staff at most study sites report that they have been able to serve all participants by incorporating new participants into existing classes. This approach is usually not a problem when programs follow an open-entry schedule which allows new participants to move into ongoing programs with relative ease.

Retention Activities Are Not a Priority at Most Study Sites

Site visit data indicate that activities designed to promote student retention in adult education programs are generally not a program priority even though all sites report that retention is a problem. Other than encouraging teachers to use instructional techniques that emphasize student motivation and provide positive reinforcement, little effort is made by staff at most programs to help students remain in the program.

Six of the programs do not conduct any special retention activities. At these programs the primary effort to retain students rests with teachers who may make phone calls or write letters to students no longer attending the program. Little else is done by other staff members to promote student retention at these sites.

Three programs place a greater emphasis on student retention activities. One program has formed a student retention committee which is responsible for developing approaches and strategies for improving retention. Two programs have counselors available, one of whom is a full-time retention specialist, to work with students having academic or personal problems that might result in their dropping out of the program.

Adult Education Study Sites Do Not Have Data to Determine Whether the Literacy Levels of Program Participants Have Improved

Data available from study sites are insufficient to make an assessment about the extent to which program participants succeed in improving their literacy skills. Standardized assessment instruments are generally used by the study sites to measure the literacy skills of new participants. However, collecting data that are of sufficient quality to determine whether the literacy levels of participants have improved will not be an easy task. It is exceedingly difficult and expensive to maintain valid data about program participants given the manner in which participants come and go in open-entry and open-exit programs.

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APPENDIX A

OTHER FEDERAL PROGRAMS SUPPORTING ADULT EDUCATION SERVICES

APPENDIX A

Other Federal Programs Supporting Adult Education Services

Job Training Partnership Act (JTPA)

The Job Training Partnership Act (JTPA) first went into effect in October 1983 (P.L. 97-300). Administered by the Department of Labor, it replaced the Comprehensive Employment and Training Act (CETA) as the primary Federal funding source for employment and training programs for economically disadvantaged youth and adults and dislocated workers. The Job Training Partnership Act differs from CETA in that it shifted responsibility from the Federal Government to the states, and eliminated funding of public service jobs for the unemployed. The new program was designed to be a partnership between state and local government, which had traditionally overseen education, and private industry, which would have a significant policymaking role in job training (Butler, et al., 1985).

The expanded role of state governments is demonstrated in several ways. The program gives governors the power to designate boundaries of local service delivery areas (SDA). In each SDA, a Private Industry Council (PIC) is established, comprised of representatives from business, labor, educational institutions and community agencies. A majority of members, as well as the chairman, must come from the business sector. The Council is responsible for planning and overseeing JTPA programs in a given SDA.

The governor also appoints a State Job Training Coordinating Council, which serves in an advisory capacity to the governor. The council coordinates Job Training Partnership Act programs with vocational education programs, and with other community service and economic development programs.

The Job Training Partnership Act is composed of five major provisions dealing with training, state and local service delivery, national programs such as the Job Corps, a state-administered program for dislocated workers, and training activities in other Federal programs. The primary training component rests with Title II; Title II-A authorizes year-round training for disadvantaged adults and youths. Major provisions of the legislation include:

- Limits eligibility to the economically disadvantaged, except that up to 10 percent of funds may be used to serve individuals with employment barriers such as a physical disability or limited English proficiency;

- Requires local programs to spend at least 40 percent of funds on individuals aged 16-21;

- Sets a 30 percent cap on funding for administrative and non-training services, including child care, transportation, health care, meals, and temporary shelter;

- Establishes a job training program for displaced workers;

- Authorizes the Labor Department to establish "performance standards" to measure program outcomes in terms of increasing earning power and reducing welfare dependency.

Funding. The entire program was initially funded at $2.8 billion in FY 1983 and has averaged about $3.5 billion annually since then. Title II-A received about $1.4 billion initially and has received about $1.9 billion annually since then. Under Title II-A, 78 percent of funds must be used for training, and the remaining 22 percent must be used for set-asides. The 22 percent is broken down as follows: 5 percent is used for state administrative costs, 6 percent goes to incentive bonuses and technical assistance to SDAs, 8 percent goes to state educational agencies for educational services, and 3 percent is reserved for older workers.

Services Provided. Programs are offered through public schools, colleges, and community agencies, as well as non-educational organizations. Local educational agencies often serve as grantees or as service providers; about 70 percent of JTPA grantees are LEAs (Butler, et al., 1985). As with adult basic education programs, JTPA reaches a small proportion of its target population. Federal sources estimate that JTPA serves only about 6 percent of the eligible population (GAO Testimony, 1988).

Twenty-eight different types of services are funded by the program (National Commission for Employment Policy, 1987). In addition to special training programs for 14- and 15-year-olds, the law allows subsidized employment for youth between the ages of 16 and 21 or for long-term unemployed adults. Enrollees in II-A programs are assigned to training in one of five areas: classroom training, on-the-job training, job search assistance, work experience, and miscellaneous services.

Training funds must be used for the types of jobs that are in demand in the local area. Training is commonly offered in the areas of clerical skills, word processing, and computers. Other types of job training services include food service, housekeeping, automobile mechanics and repair, cable television and telephone installation, and welding. Technical and semi-professional skills, like construction and factory trades, have been less common (National Commission for Employment Policy, 1987).

Target populations of adult education programs and JTPA programs often overlap, so Job Training Partnership Act contracts can provide a significant funding source for certain local adult education programs.

Family Support Act and Learnfare Programs

The Family Support Act (P.L. 100-485), enacted October 13, 1988, overhauled the nation's welfare system. A major focus of the law is to require state education agencies and local school districts to provide education, training and employment services to help welfare recipients move off public assistance and into permanent employment to support their families. The measure is expected to remove an estimated 400,000 people from the welfare rolls.

The legislation requires states to spend a minimum of 55 percent of their funds on individuals who have been or are likely to be long-term welfare recipients. Within these guidelines, the program targets the following individuals: families in which the custodial parent is under 24 and (1) has not completed high school or is not enrolled in high school or its equivalent, or (2) had little or no work experience in the preceding year; and families who have received public assistance for more than three years during the preceding five years.

Funding. Total funding for the Job Opportunities and Basic Skills (JOBS) program, which includes an imprecise portion for adult literacy instruction, is $600 million for 1989, $800 million for 1990, $1 billion for each of fiscal years 1991-93, $1.1 billion for 1994, $1.3 billion for 1995, and $1 billion in 1996 and thereafter (Pierce, 1989, p. 45).

Services Provided. The Family Support Act (FSA) authorized Job Opportunities and Basic Skills (JOBS), a program to be administered by the Department of Health and Human Services. To participate in this program, individuals who do not have a high school diploma and cannot demonstrate literacy skills or meet certain conditions are required to enroll in high school or equivalent education, basic or remedial literacy education, or education programs for individuals with limited English proficiency. Participation is required for parents under age 20 with children over the age of three.

By July 1, 1989, more than half of the states were to begin early implementation of the JOBS program. All states are required to have the program in place by October 1992, and must have at least 20 percent of welfare recipients enrolled in JOBS programs by 1995.

In addition to providing education and job training, each state's JOBS program must include provisions for support services such as child care and transportation. The legislation further requires coordination of planning and delivery of services with JTPA, Adult Education, and Carl D. Perkins Vocational Education programs at the state level.

The welfare reform measure was modeled after a handful of state programs that were already in place, and helped to spur implementation of similar programs in another 25 states. These established state programs, which require AFDC teens, minor parents, and some adults to attend school, are known generically as "learnfare." One well-known example of this is California's Greater Avenues for Independence (GAIN) program. When it was first implemented in 1985, GAIN was the first learnfare program in the country to require AFDC parents with small children to participate in education and training in order to avoid monetary sanctions (Congressional Research Service, 1988).

Learnfare programs operated by states impose rigorous attendance requirements. Education programs must report absences to participating welfare agencies, and recipients can have assistance withheld if they fail to attend classes. As with the Federal welfare reform legislation, learnfare programs are supposed to provide guaranteed services, such as child care and transportation, needed by participants to complete the program.

The potential impact of learnfare on adult education programs is hard to gauge, especially in light of the fact that states that have implemented learnfare programs have greatly underestimated the number of welfare recipients who need educational services. In California, for example, it was estimated that about 38 percent of its 582,200 AFDC families would be required to participate in learnfare programs. By 1987, however, California found that 57 percent of AFDC applicants and 67 percent of continuing recipients, needed educational services (Congressional Research Service, 1988). These numbers are not surprising, given that a high percentage of adult basic education participants are in the 16-24 age bracket, and many are young mothers receiving public assistance. It seems likely, then, that adult basic education programs will be faced with an increasing demand for services from welfare recipients over the next few years.

<u>Immigration Reform and Control Act (IRCA)</u>

The Immigration Reform and Control Act was enacted November 6, 1986 (P.L. 99-603), to overhaul existing immigration laws and policy. The major focus of the bill was to stiffen sanctions against employers who hire illegal aliens and to offer legal residency status to undocumented aliens residing illegally in the United States. Those illegal aliens residing in this country prior to January 1, 1982, or who performed agricultural work at

least 90 continuous days prior to May 1, 1986, are eligible for legalization. Just over half of the estimated 1.7 million applicants for residency status reside in California.

Eligible legalized aliens (ELAs) or temporary residents have a total of 30 months from the time they first apply to the time they can become permanent legalized aliens. This includes an initial 18-month period to achieve temporary resident status and an additional 12 months to fulfill legalization requirements. In addition to meeting the pre-1982 residency requirement, ELAs (with the exception of seasonal agricultural workers) are also required to demonstrate proficiency in the English language and basic knowledge of U.S. history and government or "satisfactory pursuit" of an approved course of instruction (Sec. 245A). This requirement can be met by completing a minimum of 40 hours of a 60-hour course in English-as-a-second-language or civics, or by passing a standardized test approved by the Immigration and Naturalization Service.

Funding. Under the Immigration Reform and Control Act, Federal funding for the legalization program is administered by the Department of Health and Human Services to the states through the State Legalization Impact Assistance Grant (SLIAG) program (Sect. 204). SLIAG funds, which total $4 billion through FY 1988-91, are to be used for health care, public assistance, and educational services. States are given a good deal of freedom in distributing these SLIAG funds. Although a minimum of 10 percent of total funding must be provided to each of the three types of services, allocation of the remaining 70 percent is up to the states, within broad guidelines, and the bulk appears to be going to public assistance. Of the $1.59 billion states estimated they spent through FY 1989, approximately 28 percent went to educational services, while some 60 percent financed public assistance services (Moley, 1989).

Services Provided. Educational services are defined and structured, with a few exceptions, under provisions of the 1984 Emergency Immigration Education Act (EIEA). Among these provisions is a $500 cap per student receiving SLIAG funds. The basic 40-hour educational requirement applies to ELAs aged 16-64, with services provided through school districts, community-based organizations, adult education centers, and community colleges. Services that may be funded through SLIAG include:

- English language and citizenship education;
- Teacher training and staff development;
- Curriculum development designed for legalized aliens;
- Purchase of educational materials;

- Support services such as child care and transportation; and
- Administrative costs associated with delivery of these services.

Funding must stay within the $500 cap, so programs must make choices about priorities and often are unable to provide support services. In California, 90 percent of SLIAG providers reported that they offered support services. Despite the demand for child care, however, only 36 percent reported that they offered child care services (California Tomorrow, 1989).

Applicants, especially in California, Texas, New York, Illinois, and Florida, began inundating human service agencies in May 1988 -- the deadline for ELAs to file their initial applications for amnesty. Some Hispanic advocates estimated that adult ESL classes would have to be increased by 80 percent to meet the demand, while estimates in individual states are lower -- closer to 15 percent in New York, for example (Education Week, 1988).

Service costs were expected to peak during 1989 and 1990, as ELAs complete their educational requirements. Demand has been compounded by the fact that many ELAs have chosen to receive instruction in excess of the 40-hour minimum imposed in IRCA. In California educational institutions, for example, the average number of enrollment hours per ELA ranged from 97 to 167, depending on the area and type of institution (California Tomorrow, 1989). ELAs in the Los Angeles Unified School District receive 200 hours of instruction because school officials feel the 40-hour minimum is too low. In addition, the district has a huge waiting list -- estimated at 30,000 -- of non-amnesty applicants who want ESL instruction (California Tomorrow, 1989).

As with state learnfare programs, estimates of need for educational services through IRCA are also high. Approximately three-fourths of ELAs in California have no or limited English proficiency, while as many as 30 percent are not literate in their native languages (California Tomorrow, 1989). This number is estimated to be close to the national average.

Education officials and advocacy groups disagree as to the ability of adult education programs to absorb and plan for this deluge of applicants. Adult education programs cannot predict when and at what pace immigrants apply to their programs, nor can they know how many hours of instruction ESL students will seek. Some have suggested that facilities are able to accommodate the swollen enrollments, but say there are not enough teachers to lead classes. Others say they can always find more teachers as the need arises. A few fear that the overcrowded conditions will prevent some applicants from completing their educational requirements on time, leading to deportation (Education Week, 1988).

APPENDIX B

FEDERAL, STATE, AND LOCAL EXPENDITURES FOR ADULT EDUCATION -- FY 1987

APPENDIX B

Federal, State, and Local Expenditures for Adult Education -- FY 1987

State or Other Area	Total Federal Expenditures	Total State/Local Expenditures	Total Expenditures	State Match
Michigan	$ 3,450,116	$ 88,813,429	$ 92,263,545	96.26%
California	7,781,451	121,943,496	129,724,947	94.00%
Florida	3,968,764	45,535,260	49,504,024	91.98%
Dist. of Columbia	474,371	4,220,535	4,694,906	89.90%
Indiana	2,194,056	14,970,511	17,164,567	87.22%
Utah	554,145	3,342,000	3,896,145	85.78%
New Jersey	2,740,718	15,687,979	18,428,697	85.13%
Connecticut	1,252,556	6,968,510	8,221,066	84.76%
Alaska	314,503	1,511,860	1,826,363	82.78%
Massachusetts	1,974,246	9,047,754	11,022,000	82.09%
Oregon	980,391	4,471,669	5,452,060	82.02%
Maine	615,998	2,730,548	3,346,546	81.59%
Arkansas	1,269,596	5,246,470	6,516,066	80.52%
Vermont	392,908	1,517,582	1,910,490	79.43%
North Carolina	2,965,605	10,272,982	13,238,587	77.60%
Minnesota	1,434,067	4,418,260	5,852,327	75.50%
Louisiana	1,983,633	5,969,673	7,953,306	75.06%
Wisconsin	1,763,444	5,054,862	6,818,306	74.14%
Washington	1,335,826	3,290,408	4,626,234	71.12%
South Carolina	1,653,767	3,959,805	5,613,572	70.54%
Iowa	1,138,845	2,187,042	3,325,887	65.76%
New York	6,875,200	12,240,395	19,115,595	64.03%
Hawaii	473,856	841,851	1,315,707	63.98%
Maryland	1,726,299	2,365,597	4,091,896	57.81%
Texas	5,961,720	7,485,249	13,446,969	55.66%
Ohio	4,113,867	4,883,876	8,997,743	54.28%
Alabama	1,941,392	2,266,520	4,207,912	53.86%
West Virginia	1,100,681	1,284,598	2,385,279	53.86%
New Mexico	664,599	762,400	1,426,999	53.43%
Rhode Island	620,696	587,964	1,208,660	48.65%
Arizona	1,070,120	928,900	1,999,020	46.47%
Montana	460,453	395,883	856,336	46.23%
Nevada	465,617	344,774	810,391	42.54%
Georgia	2,662,716	1,426,108	4,088,824	34.88%
Missouri	2,138,291	1,122,086	3,260,377	34.42%
Virginia	2,378,587	1,088,563	3,467,150	31.40%
New Hampshire	516,172	213,393	729,565	29.25%
Wyoming	351,939	143,848	495,787	29.01%
Idaho	503,720	193,454	697,174	27.75%
Delaware	431,472	163,746	595,218	27.51%
Tennessee	2,306,294	673,649	2,979,943	22.61%
North Dakota	453,945	123,718	577,663	21.42%
Colorado	973,153	225,500	1,198,653	18.81%
Nebraska	689,975	157,074	847,049	18.54%
Kansas	936,408	172,544	1,108,952	15.56%
Illinois	4,437,628	700,000	5,137,628	13.62%
Kentucky	1,948,134	277,187	2,225,321	12.46%
Pennsylvania	4,787,517	660,669	5,448,186	12.13%
Oklahoma	1,308,908	168,700	1,477,608	11.42%
Puerto Rico	1,904,796	225,232	2,130,028	10.57%
Mississippi	1,350,654	155,500	1,506,154	10.32%
South Dakota	464,512	51,613	516,125	10.00%
UNITED STATES	$96,258,327	$403,491,226	$499,749,553	80.74%

APPENDIX C

SITE SUMMARIES

Caldwell Community College and Technical Institute
Hudson, North Carolina

Caldwell Community College and Technical Institute is located in a rural, mostly white area in Hudson, North Carolina. All adult education services in North Carolina are provided through the community college system. The program serves two North Carolina counties -- Caldwell and Watauga. Caldwell Community College provides adult basic, English-as-a-second-language, secondary and GED services. A workplace literacy program is also operated in conjunction with Broyhill and Thomasville furniture manufacturers.[1] Services are provided at 39 locations, including 12 worksites, eight secondary schools, community organizations, and at Caldwell Community College.

During the most recently completed program year, 2,067 adults participated in Caldwell Community College's adult education program. Almost 90 percent of program participants were white and 9 percent were Black, with almost all of the remaining participants being Hispanic and Asian.

Program Financing

Funding Sources

Caldwell Community College's total budget for adult education services during FY 1989 was approximately $338,000. This figure includes a $90,000 grant from the Appalachian Regional Commission to support workplace literacy programs through several area furniture manufacturers. The majority of funds are from state and local sources. However, these funds are distributed to Caldwell Community College in a lump sum and the program director was unable to provide funding amounts received from other Federal (including Adult Education Act), state, and local sources.

Expenditures

The program's budget allocation for FY 1989 was $304,584 (90 percent) for salaries and fringe benefits, including $55,000 for administrative staff, $191,584 for instructional staff, and

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[1]Caldwell Community College's workplace literacy program was originally supported by the Appalachian Regional Commission and Broyhill. This funding has now ended and Caldwell and Broyhill are continuing to provide the necessary funds.

$58,000 for support staff; $27,000 goes to instructional supplies and materials, and $6,000 is spent on staff training activities.[2] Final expenditure totals for each category were not available at the time of the site visit.

Program Operations and Activities

Assistance from the State Education Agency

North Carolina State Education Agency's involvement with the Caldwell adult education program is quite limited. The program director indicated that she has been operating the program for many years and has found very little that the state could help her with. She indicates, however, that a person newer to the position would be more likely to rely on the state for guidance.

The state sponsors a number of conferences that are attended by Caldwell staff. Each year the state sponsors a conference for directors of adult basic education programs to discuss different topics. Last year's conference focused on workplace literacy. Also, the state's Adult Continuing Education Conference includes topics on adult basic education, GED, high school diploma and lifelong learning. The state also employs a staff development person who is responsible for arranging in-service training upon request from local programs.

Coordination Between Federally-Funded Adult Education Services

Caldwell College operates a six-week, pre-employment training program that includes an adult literacy component. Known as Human Resource Development, this program is partially supported by Job Training Partnership Act funds. It operates at a separate site from the adult education program sites. The Human Resource Development program uses instructional materials similar to those used by the adult education program and also uses the same instructors. Services are provided for six hours per day -- three hours of literacy training and three hours of job seeking skills. This program includes support services for participants; day care centers are reimbursed for child care; participants receive $1 per mile for cab fare; and job placement counseling is available.

Interaction with Local Agencies and Organizations

Caldwell Community College's adult education program has strong ties with different local community based organizations in

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[2]The program director's salary is paid for directly by Caldwell Community College and not with Federal or state adult education monies.

Watauga and Caldwell counties. The Watauga Volunteer Literacy Association trains, manages and supplies the program with tutors and follows up to check that both students and tutors show up and that things are working out.

Various Caldwell County social service agencies recommend and require aid recipients to attend adult education classes. The Department of Social Services requires that food stamp recipients must either be looking for work or attending 12 hours of classes per month. If food stamp recipients attend 12 hours of classes for four weeks per month, they will receive an additional $25 for transportation costs. Other Caldwell County social service agencies refer individuals to the CCC adult education program.

Student Recruitment

The program's two primary recruitment methods are word-of-mouth referrals and flyers. According to the program staff, the majority of students are recruited through word of mouth by current and former students. Staff believe that satisfied students are the program's most effective recruiters. Flyers are prepared at the college's graphics department and are distributed at elementary and intermediate schools and other community sites.

Participants are also recruited through personal contacts. The program's recruiter visits factories and plants during lunch hours to talk about the program. The recruiter also attempts to convince factories and plants to sponsor 15-minute work breaks for a presentation about the program to workers. Also, social service and other community agencies may refer clients to the adult education program.

Waiting Lists

The program does not have waiting lists for services, except at the workplace literacy sites. At the Broyhill plant, 300 individuals wanted to participate in the workplace literacy program, but only 150 could be served.

Increased demand for services has caused the program to begin scheduling people for some learning centers and telling them when they can attend.

Student Retention

When students enroll in the program they indicate the number of hours in which they will attend classes each week. Program staff indicate that the expected number of hours may be as low as 10 hours per week. This becomes the expected number of hours that a participant is to attend and the standard for measuring absences.

The program does not undertake any special activities that are specifically designed to retain students in the program. One method that the program uses to promote student retention is to begin students at a slightly lower level than they test at in order for students to experience some initial success and to gain confidence.

Data Collection

The program collects only data that are required by the state and Federal Government. Additional data are not collected by the Caldwell College program. Data about student characteristics required by the Federal Government are obtained from student registration forms.

Students are considered to be "participants" if they have attended six classes, which could total either six or nine hours. Students are considered "dropouts" if they leave class and do not return during the fiscal year. The program director does not believe that the data reported by the Federal Government is valid because programs have no consistent definition of dropouts.

Instructional and Support Services

Program Schedule

The Caldwell Community College adult education program operates an open-entry, open-exit program. Program staff cite the open-entry schedule as one reason why participants continue in the program. Because of the relatively unstructured program, staff do not feel that their program is designed for recent high school dropouts (i.e., individuals between 16 and 18 years of age). Although the program officially operates on a quarter basis, it is essentially open all year except for short intersession breaks.

At each site, services are provided for between 1.5 and three hours, once or twice per week. At different sites services are available between 9 a.m. and 10 p.m. Monday through Thursday and between 9 a.m. and 5 p.m. on Friday.

The state requires that each site must have at least 10 participants in attendance at all times. Program staff members believe that this requirement impedes the program's success rate for low-level readers (i.e., those reading below grade 6) because of the relatively high teacher-student ratio required.

Workplace literacy projects typically operate twice a week at each plant for three hours. Workers attend class for one hour per week and the furniture company pays employee salaries while they are receiving services. "After-work" literacy programs at

furniture factories are also provided one or two days per week for two or three hours.

Instructional Methods

Adult basic, GED, and secondary education services use individualized instruction, with each student allowed to work at his or her own pace. The program uses this instructional method because of its belief that people are too embarrassed to admit that they do not understand something in a group setting and are also more likely to drop out if they have difficulties.

The program's small English-as-a-second-language component, which is operated as a workplace literacy program, is taught through whole-class instruction.

Computer-Assisted Instruction

The program is relying increasingly on computer-assisted instruction; however, there are still few computer programs available for adults at the lower reading levels. One staff member indicated that the development of CAI materials for this group has been slow because of the low demand by adult education programs.

Students are not required to use computers, but program staff indicate that most students enjoy using computers because they are more fun than paper-and-pencil exercises.

Caldwell Community College uses computers to enhance instruction, not to take the place of instructors. Staff estimate that approximately 100 computers are in use at the various sites. Most sites have between five and 15 computers. However, at sites in which computers cannot be secured because the facilities are shared with other organizations, computers are not used. Caldwell Community College is reportedly one of only two North Carolina community colleges that uses computers at almost all adult education program sites.

Instructional Materials

Caldwell College's adult education program is slowly moving toward adopting a competency based approach to instruction. Phonics is the primary instructional approach used by the program to teach reading. The whole-word or language experience approach is only followed when phonics is not working for a student.

The instructional materials for English-as-a-second-language services are provided at work sites and have been developed with input from the employer. The program director believes that commercial English-as-a-second-language materials are not

suitable for participants who are illiterate in their native language, because the materials dwell too much on grammar.

Teachers have almost complete autonomy in selecting instructional materials. Almost all of the materials used are provided by commercial publishers. Among the most frequently used publishers are Steck-Vaughn and New Readers Press for adult basic education, Contemporary and McGraw-Hill for GED, and high school texts for adult secondary education.

Support Services

Support services are generally not provided, except at workplace literacy sites. Workplace literacy participants are required to attend an individualized counseling session once each semester. Workplace literacy programs also eliminate the need for such typically mentioned support services as child care and transportation.

Child care is available at some church sites, but liability has become a concern and limits efforts to provide child care.

Student Assessment

Completion of the registration form serves as the participants' first indicator of reading ability. After registration forms have been completed, new adult basic and secondary education students are tested on the first day of class. For people who are obviously reading below the third-grade level, the Laubach Locator test is used instead.

All other adult basic and secondary education students are tested with the Tests of Adult Basic Education (TABE). The verbal abilities of English-as-a-second-language students are first assessed through interviews. If verbal ability is at a sufficient level, the TABE is then administered to these individuals.

At the end of each semester, participants are again tested using the TABE. The program appears to use the pre- and post-test scores to satisfy state requirements and not for diagnostic purposes. The state is not concerned with periodic testing of students as long as pre- and post-test scores are available.

Program staff do not consider the TABE to be useful as a diagnostic instrument nor appropriate for any purpose for individuals who are reading at or below the third-grade reading level. Staff members would prefer to use the Adult Basic Learning Examination (ABLE). The state, however, has generally preferred that local programs use the TABE.

The program is beginning to work towards using an examination that it has developed called, "Tests for Basic Reading Skills." GED students attempt each of the five GED examinations one at a time, immediately after they have completed each topic. Adult secondary education students are tested in each subject area when the instructor believes they are ready for the examination.

Staffing and Training

Staffing Configuration

Caldwell Community College has 45 part-time teachers and two full-time staff including the program director and another staff person who is a half-time recruiter and half-time teacher. Part-time instructors work between three and 15 hours per week. Project staff members estimate that the average part-time instructor teaches between six and nine hours per week.

The program finds that part-time teachers have a great deal of enthusiasm, thus minimizing the risk of teacher burnout. The varied backgrounds of the part-time staff reportedly help enrich the program in a way that a completely full-time staff could not. While the director would like additional full-time help, especially to oversee staff development, she says she would not want to have a completely full-time staff.

Part-time teachers earn between $8.86 and $15.88 per hour. Instructors in the adult education program are not paid for planning, administrative, and paperwork time. Workplace literacy instructors are paid for counseling and planning time.

Teacher Recruitment and Retention

The program has never had any difficulty attracting teachers and has a backlog of applicants. There is low teacher turnover; estimated by program staff at much less than 25 percent. Neither is teacher turnover considered to be a problem at Caldwell Community College.

Teacher Training

Each year all adult education instructors at Caldwell Community College receive between 10 and 12 hours of in-service training.[3] Instructors are paid for the training time. Topics covered through in-service training during the past year included student assessments, detecting learning disabilities in adults, and student recruitment and retention strategies. Topics in which

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[3]The state requires 10 hours of in-service training per year.

staff members would like additional training include teaching adults to read, counseling techniques, and using computers.

The adult education program is participating in the Appalachian State University's (ASU) ongoing teacher training program. The ASU program includes on-site training workshops and summer institutes for two teachers from each of the state's participating community colleges. It is designed as a "training of trainers" approach, in which the two Caldwell Community College participants become "master trainers" who can then provide training services to their Caldwell colleagues.

Collier County Public Schools
Naples, Florida

Collier County Public Schools provides adult education services for Collier County's 126,000 residents. The county encompasses a 50 square-mile area and includes the wealthy area of Naples and the extremely poor area of Immokalee. The adult education program provides adult basic, English-as-a-second-language, and GED services. As part of ESL services, the program provides citizenship education as required under the Immigration Reform and Control Act.

During the most recently completed program year, 4,752 adults received adult education services. The overwhelming majority of these participants were involved in adult basic or English-as-a-second-language classes. All participants from Immokalee are migrant workers and almost all participants from Naples are white.

Services are provided at a number of locations throughout the county, although the two main program sites are located at a school building complex in Immokalee and at a storefront in Naples. Other sites have included a senior citizen center, library, and county jail.

Program staff report an increased demand for services as a result of the Immigration Reform and Control Act's amnesty provisions and the Family Support Act, which requires AFDC recipients to attend adult education classes.

Program Financing

Revenue Sources

The program's budget for FY 1989 was $777,450 -- $738,962 of which is provided through the state's school finance formula and local property taxes. Adult Education Act funds ($38,488) account for only a small percentage of the adult education revenues. The program's reliance on state funds generated by the number of full-time equivalent students registered for the program makes it relatively easy for the program to obtain the funds required to hire additional part-time staff when demand for program services increases.

Although citizenship education required for legalized aliens to become citizens is offered by the Collier County program, SLIAG funds were not received before the end of the program year and these activities were supported with other program funds. In December 1989, the program received $52,543 in SLIAG funds for

1987-88. SLIAG money for 1989 was not expected to be received until spring 1990.

Expenditures

Approximately 46 percent of program expenditures ($365,243) goes to salaries and fringe benefits. This includes $56,200 for administrator salaries, $188,153 for instructor salaries, $71,000 for guidance, and $49,980 for fringe benefits. The next largest expenditure category is for rent and related indirect costs (38.7 percent; $301,064). Other expenditure categories are teaching supplies (4.8 percent; $37,436), advertising (1.5 percent; $12,044) and capital outlays (7.9 percent; $61,663).

Program Operations and Activities

Assistance from the State Education Agency

The Florida State Department of Education is not substantively involved with Collier County's adult education program. According to the program director, the state department provides funding and periodic audits, but he generally has little contact with state staff.

Coordination Between Federally-Funded Adult Education Services

There is no coordination between the Collier County adult education program and the Job Training Partnership Act-funded basic skill and employment services that are also provided by the Collier County school district. The two programs operate as completely independent and distinct entities. Furthermore, the program director sees no reason why there should be any coordination between the two programs.

The Collier County adult education program provides the educational services that are required for legalized aliens to become citizens. Educational services provided for amnesty are not separated from the adult education program's other English-as-a-second-language services. However, the program has not received any Federal funds to support these activities.

Interaction with Local Agencies and Organizations

The Collier County adult education program has close ties with the local Literacy Volunteers of America (LVA) office. Adults requiring intensive one-to-one tutoring are referred by the adult education program to LVA. LVA, in turn, refers adults who are reading at or above the fifth grade level to the Collier County adult education program. The adult education program also

provides LVA with instructional materials and shares three computers.

Student Recruitment

Each site is responsible for its own recruitment activities, including arranging for advertising. None of the program sites conducts any special recruitment activities. Class schedules are printed as part of the county's adult education lifelong learning program. Additional recruitment activities include advertisements in the local newspaper, distribution of multilingual brochures, participation on radio talk shows, and presentations to community organizations. However, because of the characteristics of its clientele, the Immokalee site relies primarily on word of mouth to attract new participants.

The program has been unsuccessful in its efforts to attract native black participants, despite the fact that the Naples center is located across the street from a housing project occupied primarily by black individuals.

Waiting Lists

The Collier County adult education program does not have any waiting list for its services. If demand was ever high enough for a waiting list, the program would be in a position to hire additional part-time teachers because funds are generated through full-time equivalent student enrollments. However, because of increased demand during the past year, participants at the Immokalee Center were informed what hours they should attend classes rather than being encouraged to attend whenever they pleased.

Student Retention

Other than contacting by letter participants who have not attended class for two weeks, the program does not conduct any special retention efforts. Since the overwhelming majority of participants are migrant workers, program staff believe that the primary reason for dropping out of the program is that migrant workers must follow the harvest and do not necessarily remain in the program for a great length of time. Program staff believe that the participants continue the program when they return to the area.

Data Collection

The Collier County adult education program does not collect any data about the students beyond what is required by the state and Federal Government. The program could not estimate how long the average student remains in the program.

Entering students are identified through either their social security number or an assigned identification number. When students without a social security number register, they are asked whether they have ever registered with the program before, and their names are handchecked against old registers.

If students do not attend any of their last six scheduled sessions, they are listed as withdrawn. The project counts individuals as participants before they have received 12 hours of instruction. Because of the program's open-entry, open-exit format and the large number of participants who are migrant workers, it is nearly impossible to come up with a dropout rate. The only way to determine why and how students leave, according to the director, is through a telephone survey, but many students either do not have a phone or move away. The loose definition of a dropout includes students who fail to complete objectives such as obtaining a GED, finishing the school year, moving up a level or to a new program, and obtaining a new job.

Instructional and Support Services

Program Schedule

Collier County's adult education program operates as an open-entry, open-exit program. It operates throughout the year, except for the first three weeks in August. The program director believes that an open-entry approach is appropriate because program participants have already failed in a rigid classroom environment and this at-risk population requires a more non-threatening environment.

At the two main sites in Immokalee and Naples, classes are provided in the afternoons and evenings. The afternoon ESL session at Immokalee is from 1:30 p.m. to 4:00 p.m., five days a week. Fewer students attend the afternoon session, largely because of conflicts with work. More adult basic and English-as-a-second language students attend the evening session Monday through Thursday between 6 p.m. and 9 p.m. Naples and Immokalee sites operate between 8 a.m. and 3 p.m., Monday through Friday, and from 6 p.m. to 9 p.m., Monday through Thursday.

Instructional Methods

Completely individualized instruction is offered at all program sites. English-as-a-second-language services are more group oriented than adult basic education services. ESL students are grouped according to levels of attainment and teachers work with a group in oral language attainment. A student will move from group to group as he or she progresses.

Computer-Assisted Instruction

The program does not use computer-assisted instruction; however, each of the two primary instructional sites has a computer. Program staff believe that computer instructional materials are quite limited and expensive. The extent to which students use the computer is generally limited to a spelling program.

Instructional Materials

The program uses a competency based instructional approach. Instructional materials are not standardized across the sites. Each teacher decides which instructional materials to use. The materials used by an individual student may change from session to session as the teacher seeks to determine the materials that are most suitable for individual students.

The program generally relies on commercially prepared materials. Occasionally, teacher-prepared supplementary materials are also used. The Immokalee site follows "The JFY Competency Based Basic Skills and Pre-GED Curriculum," a commercially-prepared curriculum package that includes instructional materials from different publishers. This curriculum includes instructional materials from commercial publishers including: Steck-Vaughn, Contemporary Books, New Readers Press, Barron's Educational Series, McGraw-Hill, Globe Book Company, Jamestown Publishers, and South-Western Publishing Company. The Naples site does not follow this curriculum, but also uses instructional materials from a similar mix of publishing companies.

Support Services

The program does not provide any support services such as counseling and child care. Job openings listed at the county department of employment services are posted weekly at most program sites. Students may receive employment counseling from Collier County's vocational-technical school. The county health department has given lectures on AIDS at the Immokalee Center. Last year the Immokalee site operated a school bus that provided transportation within the community to and from the building.

Student Assessment

Florida law requires adult education programs to use either the Tests of Adult Basic Education (TABE), the Adult Basic Learning Examination (ABLE), the Basic Skills Assessment Program (BSAP) or Minimum Essential Tests. Collier County adult education staff first administer the TABE locator test. If the score is too low, the TABE is not administered.

The full TABE battery is then administered at the first class session to those participants with sufficient basic skills. Participants are allowed as much time as they need to complete the TABE. Program staff are unhappy with the TABE because they feel it intimidates students and is not appropriate for adults. Based on the results of the test, an individualized education plan is developed for each student.

With respect to testing to verify attainment, at the Immokalee site, participants are given the state minimum competency examination rather than the GED. If students do not pass the GED, they will still have a certificate that can be shown to prospective employers.

Staffing and Training

Staffing Configuration

The Collier County adult education program is staffed by a director, who is also responsible for the county's lifelong education program; two coordinators; three full-time teachers; and 45 part-time teachers (25 in Immokalee, three at Naples, and 17 at various sites throughout the county).

Part-time teachers with a bachelor's degree are paid $15.90 per hour, and part-time teachers with a master's degree are paid $17.85 per hour. Part-time teachers only get paid for their actual instructional time.

The program director believes that too many adult education teachers are moonlighting elementary and secondary school teachers and that it would be in the best interests of all concerned if all teachers understood the unique needs of adult learners.

Teacher Recruitment and Retention

Recruiting teachers for the adult education program is not a difficult task. Prospective teachers often approach the program director about the possibility of becoming a part-time teacher with the program. Currently there are three teachers who are waiting for a vacancy so they can be hired.

Teacher turnover has been very low at the Collier County adult education program and is not considered by program staff to be a problem.

Teacher Training

Teachers are not required to participate in any in-service training sessions and the program does not offer in-service

training to program staff. The only training provided by the program consists of full-time staff working with part-time teachers for about six hours before the semester begins.

The program will send part-time teachers to conferences and workshops if they are able to take time off from their full-time position. However, few teachers request to attend these types of conferences and workshops.

Two difficulties with providing in-service training are identified by the program director. First, since most teachers work part-time in the evening, they would be unable to attend because of their full-time day positions. Second, the in-service training would have to be limited to generic topics, since each staff member has different training needs.

Almost all staff believe that additional training is not necessary. Only one of the two full-time teachers at Immokalee thought that teachers would benefit from some in-service training on such topics as teaching basic reading skills to adults and increasing sensitivity to the special problems of adult learners.

Houston Community College System
Houston, Texas

The Houston Community College System (HCCS) is the primary provider of adult education in the city of Houston. With an enrollment of approximately 21,000, the program has more participants than any adult education cooperative in Texas. In spite of the growing demand for adult education services, enrollment in Adult Education Act-funded courses has grown very little this decade, due to the lack of growth in state and Federal funding for the program. The Houston Community College System has, however, expanded other adult education offerings, especially through the Job Training Partnership Act (JTPA) and the Immigration Reform and Control Act's State Legalization Impact Assistance Grant (SLIAG). An additional 23,842 students were enrolled in SLIAG-funded amnesty classes in 1989.

Program Financing

Revenue Sources

During FY 1989, revenues for the Houston adult education program totalled $2,703,305. Federal sources included $680,388 in Adult Education Act funds, $600,000 for a refugee program, about $294,000 for a one year workplace literacy grant and $280,000 from the Job Training Partnership Act. State funds totalled $848,917. In addition, $9,940,322 was received from SLIAG funds for amnesty classes. Exact figures for other funds were not available.

Expenditures

Approximately three-fifths of the FY 1989 Adult Education Act and state revenues were used for personnel -- $227,235 for administration, $581,881 for instruction, and $88,571 for fringe benefits. The director indicated that a minimum of 75 percent of program expenditures are used for instructional purposes. Other expenditure categories were supplies ($236,912), "other" ($328,109), and travel ($16,600). SLIAG expenditures are not reflected in these totals, as the amnesty program is budgeted separately.

Program Operations and Activities

Assistance From the State Education Agency

The Texas Education Agency provides the Houston program with consultation and support in curriculum development. For example,

state-developed tests and textbook materials are used in ESL. An English-as-a-second-language series, developed at Texas A&I University under state contract, is used in the Houston Community College's curriculum. Also, program staff consult with state staff on the review and selection of textbooks.

The Texas Education Agency frequently monitors the delivery process, conducts a formal review every two to three years, and requires a program audit every year. The TEA also frequently phones Houston Community College officials to appraise them of developments in the appropriations process.

Coordination Between Federally-Funded Adult Education Services

The Houston Community College adult education program coordinates Adult Education Act services with the Job Training Partnership Act and the Immigration Reform and Control Act. Potential students who cannot be served in Adult Education Act-supported adult basic education and English-as-a-second-language programs can be served in SLIAG courses if they are registered with the Immigration and Naturalization Service. When JTPA-funded computers are not being used by JTPA students, they are available for adult education classes. In these cases, Adult Education Act funds pay for instructors' time.

Adult education cooperatives were designated as the primary delivery system for amnesty courses under SLIAG. HCCS and other adult education cooperatives can contract with other providers, including community based organizations.

Interaction with Local Agencies and Organizations

The Houston program is a member of the Greater Houston Adult Education Cooperative Commission, which is responsible for coordinating the delivery of adult education services among the six adult education cooperatives in the greater Houston area. For example, the Commission recently developed consistent policies for dealing with community based organizations in amnesty education.

Cooperation is also evident in the sharing of facilities. Adult education services are provided in public libraries, in city-owned community centers, and in community based organizations. The SLIAG funding has been especially useful in increasing the cooperative use of facilities.

The Houston Community College adult education program has subcontracted with over 20 community based organizations (CBOs) for amnesty education as part of SLIAG. Three types of contracting relationships have been established: 1) CBOs can provide the educational services at their expense, then bill HCCS for allowable costs; 2) CBOs can have HCCS contract with the

teachers and, thus, receive a direct subsidy for the delivery of amnesty courses; or 3) HCCS can contract with CBOs to rent space for courses delivered by HCCS. (For the AEA-funded courses, CBOs usually provide space at no charge.)

Student Recruitment

The Houston program does not advertise its adult education courses. Schedules are not mailed out. They are included in the college catalogue for noncredit courses, although specific courses and locations are not listed. The directory of course offerings is announced to community center directors and the information on courses is disseminated informally, usually through word of mouth.

For SLIAG courses, the Houston program uses an entirely different approach. The availability of classes is advertised in all news media. The hot line helps registered immigrants find appropriate courses. HCCS makes every possible effort to expand classes to meet needs.

Waiting Lists

Demand for adult education services at Houston Community College is high. In addition, retention rates are usually high, but the limited availability of funds prevents easy expansion of courses. Consequently, waiting lists are maintained at all adult education facilities. The size of the waiting list varies from site to site, depending on the number of classes at the site. Usually, waiting lists are limited to between 100 and 150 people for each facility. Waiting lists are the largest for English-as-a-second-language and adult basic education courses. The GED and adult secondary courses often do not have waiting lists. In fact, it is usually possible for potential GED and adult secondary students to find openings at some location in the district.

Instructors have the responsibility to call people on the list when vacancies occur, although this responsibility can be delegated to an aide. At times, the process breaks down, especially if staff at a full site do not have good information about the status of classes in other locations. Therefore, in some cases students on waiting lists may not hear about openings in other locations. The difficulty in achieving timely cross-site communication about waiting lists may be worsened by having a predominantly part-time staff.

Student Retention

The program's student retention efforts within the course of a semester are limited to instructors who are trained in motivation and retention techniques. Retention between semesters or program years can be a problem, since the first-come, first-served

philosophy limits the availability of slots held for semester-to-semester retention. However, this problem is mitigated by the fact that enrolled students are most likely to hear about new class schedules and, therefore, are most likely to show up for registration.

Data Collection

HCCS collects rather extensive data on adult education programs. Data collected include: basic information on the student, including social security number, student status (returning or new), birth date, ethnicity, sex, address and phone number; a student evaluation of instruction and teaching (20 questions, rated on a five-point scale, from acceptable to unacceptable); information on the teaching background of part-time instructors; and student follow-up questionnaires and exit interviews that contain information on student background, how they found out about adult education, student goals, reasons for leaving the program, and accomplishments in the course.

Failure to complete objectives is the closest definition of dropout in the Houston program. Students must state their objectives at enrollment. Any students who withdraw from the program prior to completing their stated objectives, or who cannot be accounted for through follow-up attempts, are essentially considered to be dropouts.

Most of the forms collected specifically for the adult education program are maintained and analyzed manually, although there are plans to automate as much as possible using personal computers. Class schedules are now maintained on personal computers.

Instructional and Support Services

Program Schedule

The Houston Community College program operates its adult education programs year-round. To the extent possible, the adult education programs maintain open-entry, open-exit enrollment. The department chair and resource teachers get a report from the Integrated Student Information System (ISIS) on the status of the different classes. Students on waiting lists at full locations are supposed to be advised if there are openings in other classes. However, most classes tend to be full, especially in English-as-a-second-language and adult basic education. The district has more flexibility for new admissions in adult secondary/GED classes, since these classes are not always full.

Instructional Methods

Individualized instruction is the predominant instructional method used in adult basic and English-as-a-second-language instruction, and GED classes. However, full-class and small-group instruction are also used as appropriate.

Computer-Assisted Instruction

The Houston program has substantial experience with the use of computer-assisted instruction (CAI) in adult education. CAI is used primarily in the program's six learning centers. HCCS currently operates six learning centers and four more are planned. The specific software varies across the centers. Some centers maintain software libraries for PCs. The Leland Center uses PALS software and the Computer Learning Corporation's hardware and software. The Magnolia Learning Center (a SLIAG site) uses a software system on a central computer, with modem access in the learning center. The Houston Community College has developed an "ESL Software System," which is used in the learning centers, along with reading, math, and language arts software for the Apple IIe.

Instructional Materials

About 90 percent of the instructional materials used in adult education courses are commercially published. One administrator observed that a large selection of commercial materials is available at the present time, perhaps more than the market warrants.

In the SLIAG program, some local development was necessary for civics textbooks. The INS-recommended texts were used as the basis for instructional materials developed by the district. The recommended texts were considered too advanced for the population.

Adult Basic Education. In literacy education, phonics is the preferred approach. The Laubach method, which is based on a phonics approach, is used to train volunteers to deal with beginning adult readers. The current curriculum in ABE, implemented during the 1989 program year, is too new to assess its overall quality. Teacher and student assessments are routinely conducted, but the results are not yet available.

English-as-a-Second-Language. Instructional materials commonly used for ESL instruction include On Your Way, Levels 1-3 and Building Life Skills, Levels 1-3 (both published by Longman). In SLIAG courses, about 85 percent of the amnesty students are preliterate in both languages. Thus, the focus of most of the course is on basic ESL education. Most of the courses use published ESL materials and locally developed civics material. Computer-assisted instruction is frequently used for these participants.

Adult Secondary Education. Instructional materials in high school completion courses are identical to those used in 31 basic high school courses.

GED. Instructional materials used for GED classes include Passing the GED: A Complete Preparation Primer for the High School Equivalency Examination (1987); Language Exercise, Gold Book and Using English, used for spelling and grammar; Working with Numbers, Refresher Book for math; and Adult Educational LAPS (Learning Activity Packets) (developed by HCCS) for life skills.

Support Services

Some student support services are available to adult education students through Houston Community College campuses, although these services are not funded through the Adult Education Act. These include counseling and job placement offices at HCCS campuses. However, the number of adult education students who actually take advantage of these services is small, since most attend Adult Education Act-funded classes at off-campus locations where these services are not always available. However, counseling services are available through some CBOs, including assistance at some off-campus sites.

Student Assessment

A mixture of assessment methodologies is used to determine the ability level of incoming students. Three assessment instruments are used to assess adult basic education participants. The Tests of Adult Basic Education (TABE) is the most frequently used instrument for participants entering the adult basic education program. However, since this test can be too difficult for people with basic literacy problems, the program also occasionally uses the SORT test. Also, HCCS encourages follow-up with the Literacy Volunteers of America Test.

For English-as-a-second-language students, two assessment instruments are frequently used. The LADO Assessment is often used because the corresponding LADO textbooks are used in the curriculum. Also, Texas A&I State University developed an assessment instrument, which is used for assessment when the Texas A&I curriculum is used. Both of these instruments provide a quick way for establishing the basic levels of English language proficiency.

The TABE is also used for GED. However, students seeking to gain high school credit usually have an interview prior to registration to establish their "ability to profit." In the GED stream, students prepare for the exam and exit when they pass. Students are encouraged to take practice tests until they raise their scores to a level that predicts successful completion of

the actual test. Students are encouraged to take the test as soon as they are ready.

Benchmark tests are most often used to measure progress within all three programs. The availability of frequent benchmark tests, unit tests included in texts or CAI programs, is considered in the selection of instructional material. Very often the same test, in a different form, is given as a follow-up to measure progress. Frequently students are required to achieve a predefined level on a benchmark test before they can proceed to the next level. The results of benchmark tests are also used to develop individual learning plans.

Staffing and Training

Staffing Configuration

The Houston adult education program employs 18 part-time and three full-time administrators, 26 part-time and four full-time adult basic education instructors; 30 part-time ESL instructors; and 107 part-time and one full-time adult secondary education instructor. Volunteers are used as tutors in adult basic education and English-as-a-second-language courses. Another 800 to 900 instructional staff are funded through SLIAG.

Teacher Recruitment and Retention

The Houston Community College program does not conduct extensive teacher recruitment efforts. Most teachers are recruited by word of mouth, and more teachers are generally available than are needed. An exception to this situation was the recruitment of teachers for the new SLIAG amnesty courses for the 1988-89 school year, when more extensive advertising was used to hire the 1,000 needed teachers. The SLIAG program now draws from a large pool of substitute teachers who fill part-time SLIAG slots.

Teacher turnover is not considered a problem for adult education or amnesty instructors at Houston Community College. About 10 percent of the adult education instructors turn over each year. Program staff estimate that approximately 60 percent of adult education instructors have taught at HCCS for at least six years. In the SLIAG courses, most teachers have also decided to stay to teach follow-up courses to the basic amnesty program.

Teacher Training

There are no formal state certification requirements for adult education teachers in Texas. Minimum standards for adult education teachers are a bachelor's degree for teaching ABE and ESL, and a bachelor's degree plus teaching certificate for adult secondary education. Approximately 90 percent of Houston

Community College's adult education instructors are elementary or secondary education teachers during the day.

New teachers receive six hours of training, which includes three hours on paperwork requirements and how to work with adults, and three hours of class observation. Prospective teachers are not paid for this training time. Volunteers are required to participate in a 12-hour training course.

The program has a state-mandated training requirement of 12 hours a year for continuing teachers. Instructors are not paid for their training time, but attendance has not been a problem. The benefit of continued employment is apparently sufficient inducement to attend training. Both the adult education and SLIAG programs have resource teachers who are responsible for organizing and delivering training.

New York Community Development Agency
New York City

The New York Community Development Agency (CDA) is part of the New York City government's Human Resource Development Administration. Located in Manhattan, the New York Community Development Agency's Office of Literacy and Special Programs is responsible for distributing Federal, state, and local adult education funds to community based organizations (CBOs) throughout New York City.

Adult education services in New York City are managed in a unique manner, with four agencies responsible for providing adult education services. In addition to the Community Development Agency, the City University of New York (CUNY), the New York City Board of Education (BE) and the libraries also distribute Adult Education Act and state and local funds. Funds received by CUNY are distributed through the city's public two- and four-year colleges. Board of Education adult education funds support services that are provided in the city's schools.

During FY 1989, 39 community based organizations received Federal, state and city funding through the New York Community Development Agency. Twenty-three of the community based organizations provided adult basic education services, and 23 provided English-as-a-second-language services. Community based organizations funded through the New York Community Development Agency include synagogues and churches, reading councils, and community organizations that target services on specific population groups such as Puerto Rican women, the disabled, Koreans, Haitians, and Greeks.

As part of its responsibility for distributing adult education funds to community based organizations, the Community Development Agency reviews funding applications from the CBOs, decides which programs to fund, and negotiates the content of the work statement. The Agency is also responsible for providing the programs with technical assistance in all areas of the adult education program, including the selection and use of instructional materials, student assessment, and teacher training.

Program Financing

Revenues

During FY 1989 the 39 community based organizations received $1,003,280 in Adult Education Act funds through the New York Community Development Agency. In addition, the CDA also

distributed to the community based organizations: $2,229,476 in local funds, $609,871 in state adult education money, and $4,500,000 in State Legalization Impact Assistance Grant (SLIAG) funds.

Program Operations and Activities

Assistance from the State Education Agency

The New York State Education Department is closely involved with the adult education services that are provided by the New York Community Development Agency as well as with the services supported by City University of New York and the Board of Education. State staff meet on a regular basis with New York CDA staff. State staff are also involved in the joint decisions about which literacy programs in community based organizations to fund.

Coordination Between Federally-Funded Adult Education Services

Many of the community based organizations receiving Adult Education Act funds also receive other Federal funds to support adult education activities. Sixteen of the 39 community based organizations with literacy programs have received State Legalization Impact Assistance Grants.

Some of the community based organizations are also receiving Job Training Partnership Act funds. However, this is a separate funding stream managed by other New York City agencies, and the Community Development Agency does not have data on JTPA funds. The availability of Job Training Partnership Act funding does not enter into decisions on the distribution of Adult Education Act funds to community based organizations.

The New York Community Development Agency is working with adult education staff from CUNY and the Board of Education regarding the eventual services funded through the Family Support Act. However, it is not yet certain how these funds will be distributed in New York City.

Interaction with Local and Community Agencies

The New York Community Development Agency maintains close ties with a number of local organizations. Planning for adult education services is conducted with the New York City Board of Education and the City University of New York. The three agencies are responsible for joint policy decisions regarding the administration and operation of services funded by SLIAG and the Family Support Act. In addition, all three agencies also have collaborated on a number of staff development sessions and are

part of a task force that is examining issues related to adult education student assessment instruments.

The New York CDA also works closely with the Literacy Assistance Center, an organization that provides local adult education projects with technical assistance and which serves as a clearinghouse for instructional materials and a hotline for referral and student placement. It also aggregates the adult education data collected by community based organizations that it funds, as well as literacy programs supported through CUNY and the Board of Education.

Staff from the Mayor's Office of Educational Services also meet regularly with Community Development Agency staff.

Student Recruitment

The primary student recruitment method used by the community based organizations is word of mouth. Social service and other community organizations also refer participants to the community based organizations. In previous years, the PLUS campaign advertisements listed the hotline number and many referrals came from this source.

Waiting Lists

Staff at the New York Community Development Agency believe that a number of the community based organizations have waiting lists for non-SLIAG, English-as-a-second-language services, but they did not provide specific data on numbers.

Data Collection

Projects funded by the New York CDA collect the data that are required by the Federal Government. These data are aggregated on a city-wide basis by the Literacy Assistance Center.

The program does not systematically collect student objectives upon enrollment into the program, and while the program attempts to find out why students leave a program, more than three-fourths of students do not provide a specific reason for leaving the program. According to the Literacy Assistance Center, which compiles statistical information on the program, the average stay per student in ABE and ESL classes is approximately 110 hours.

The program avoids use of the term "dropout." Many participants leave a class and return at a later point; others may have met their own objectives (e.g., got a job) prior to completion of a cycle. The program instead distinguishes "separators" from "completers." A completer is a participant who increases one grade level on the TABE (for ABE), or moves up one level in ESL based on results of the JOHN test. A separator is a student who

leaves the program prior to completion of a cycle or semester. The Literacy Assistance Center reports that a significant portion of those who left prior to the end of a cycle completed pre- and post-testing and increased at least one level.

Instructional and Support Services

Program Schedule

The community based organizations generally provide adult education services during the day and evening. Most educational programs operate 10 months of the year, closing during the summer when participants' children are home from school. Some of the community based organizations that have evening programs operate throughout the year.

Most of the community based organizations provide services in an open-entry, open-exit format. Participants are expected to attend six to 15 class hours per week. Generally the organizations operate classes every day. Some community based organizations provide services through a learning center, where students may come in at their convenience and work on lessons individually at their own pace.

Instructional Methods

Instructional methods used by the community based organizations funded through the New York Community Development Agency range from individual tutoring to whole-class instruction.

Computer-Assisted Instruction

Most of the community based organizations do not use computer-assisted instruction. New York Community Development Agency staff estimate that approximately 25 percent of the community based organizations receiving adult education funds use computer-assisted instruction.

Instructional Materials

Community based organizations use both competency-based and grade-level instructional approaches. The New York Community Development Agency encourages the community based organizations it funds to use a variety of instructional materials. They suggest that programs use low-level, high-interest materials and not concentrate on workbooks.

Programs funded through the New York Community Development Agency use a variety of commercially-published and program-developed materials. In addition to materials that are available through

commercial publishers, the community based organizations are encouraged to use materials that are directly related to the participants' lives, including newspapers. Programs are also encouraged to help the curriculum evolve from student interests rather than imposing a set of instructional materials on the student. The agency publishes student-written books for classroom use.

Support Services

Some of the community based organizations funded through the New York Community Development Agency provide counseling and child care to adult education program participants.

Student Assessment

A standardized test is required for all basic education students who read above the third grade level. The Tests of Adult Basic Education (TABE) is the most commonly used instrument. All literacy participants are tested upon entering the program and then every 100 hours thereafter.

The program director is not favorably inclined to the TABE or to any standardized assessment instrument, although she believes that the TABE is less disruptive than other instruments.

Staffing and Training

Staffing Configuration

The majority of teachers employed by community-based organizations funded by the New York Community Development Agency are part-time teachers. Although CDA staff do not generally have any problems with the part-time adult education work force, one staff person notes "a different investment by part-time teachers" and full-time teachers "who have a full-time commitment."

Teacher Recruitment and Retention

Community based organizations have not had difficulty in recruiting adult education teachers. However, Community Development Agency staff report "difficulties in attracting strong teachers to part-time jobs."

The average salary of part-time teachers is between $20 and $22 per hour.

Teacher Training

One of the New York Community Development Agency's most important responsibilities is to develop and implement a staff development plan for the community based organizations receiving adult education funds. The CDA helps CBOs fulfill the funding requirement of at least 15 hours of staff development for part-time, inexperienced teachers; 10 hours for part-time experienced teachers; 30 hours for full-time inexperienced teachers; and 20 hours for full-time experienced teachers per year. Part-time teachers are not paid for in-service training time.

The CDA conducts different types of training activities, including on-site technical assistance, demonstration lessons, and workshops. CDA staff report that they present about one training workshop per week. These are either focused on the needs of a specific community based organization or are attended by staff from a number of different CBOs.

Each year the New York Community Development Agency does joint assessment and planning for training with CBO teachers and administrators. Last year, the most frequently requested topics were adult learning disabilities, computer-assisted instruction, and working with beginning-level adult students.

Since the community based organizations employ mostly part-time teachers, there is some difficulty in arranging a time for training.

Quincy Community School Council
Boston, Massachusetts

The Adult English-as-a-Second Language (ESL) program of the Quincy School Community Council is a year-round bilingual, bicultural program providing six levels of ESL classes as well as counseling and advocacy services to more than 450 Chinese-speaking immigrants per year.

Program Financing

Revenue Sources

The Quincy program receives a mixture of program funding. State funding provided the majority of program revenues for FY 1989. Forty-seven percent of the program's budget of $311,958 came from state monies. Local sources provided 28 percent of the program's total funds through special grants programming such as the Neighborhood Jobs Trust, Adult Literacy Initiative, Commonwealth Literacy Campaign, and Gateway Cities. Private funding comprised 25 percent. Quincy staff report that while they received no Adult Education Act funds in FY 1989, they will receive a sizable amount of these funds in FY 1990.

Expenditures

Approximately three-fourths of the FY 1989 revenues were used for personnel, including $44,185 for administration, $128,844 for instruction, $21,794 for guidance, and $40,854 for fringe benefits. Other expenditures were for construction ($34,334), supplies ($16,287), and indirect costs ($13,271).

Program Operations and Activities

Assistance from the State Education Agency

The local program has little involvement with the State Education Agency. Generally, what interaction that takes place is limited to infrequent training workshops provided by the state. Referring to the lack of support from the state for local adult education programs, the local director stated, "The most frustrating part of this whole thing is that when we were threatened earlier this year with the loss of money that had been earmarked for local adult education programs because state administrators wanted to use the money to pay other state debts, we had no one at the state level who really fought for us." The director added that she is hopeful that with the appointment of a new Assistant Commissioner of Adult Education, more attention will be paid to local adult education programs.

Coordination Between Federally-Funded Adult Education Services

The Quincy program did not receive any Federal funds from any program in FY 1989, including the Adult Education Act.

Interaction with Local Agencies and Organizations

The Quincy program has developed a fairly active community based network. For example, the school draws extensively on the services of the Adult Literacy Resource Institute, a local organization that provides literacy training support and resources. Program staff participate in language workshops offered by the Institute and often reciprocate by serving as workshop leaders and presenters.

The school's computer resource developer represents another example of coordination with community agencies. Although her position is relatively new within the program, the computer resource person has been busy developing cooperative relationships with other education programs and local agencies and organizations involved in computer-assisted instruction for the adult learner in general and the adult ESL learner in particular.

Also, the fact that the school is housed in the same building as the South Cove Community Health Center has enabled program staff to refer students to the health center for various health care needs.

Student Recruitment

The Quincy Adult Education program has not had a need to recruit students; therefore, no formal recruitment procedure exists. Services are publicized through flyers and by word of mouth. The school offers the only bilingual/bicultural Chinese adult ESL program in the area and is viewed by many of the thousands of Chinese-speaking immigrants in the metropolitan Boston area as their only source to learn English in a structured and supportive setting. Thus, the program typically has more people interested in enrolling than it can serve.

Waiting Lists

The appeal of the program is evidenced by its waiting list of over 1,000 applicants. The fact that many persons remain on the waiting list for three years before a vacancy occurs has not deterred new applicants from registering for classes.

Student Retention

Generally, students participating in the ESL program at the Quincy Adult School require little counseling or coaxing from

program staff to remain in the program. Students who are there usually want to be there. Because of this motivation and the lengthy waiting process, few students drop out.

School policy states that if a student misses six days of school, the student is automatically dropped from the program. But as one teacher notes, "Although we do try to follow school policy, we do bend the rules a little. If a student is absent past the stipulated six days, we try to contact the student to find out what is the matter. If there is any way we can keep the student in the program, then we try to do that." A student is considered to be a dropout if he leaves the program prior to moving up a level or completing the sixth (final) level. Some students who drop out are placed on the waiting list, but they do not return to class during the program year.

Instructional and Support Services

Program Schedule

The Quincy Adult School operates on a semester basis, with a set schedule for students entering and exiting the program. Two cycles, each 23 weeks long, comprise a school year; one cycle runs from January to June and the other from July to December. Daily classes are scheduled four days per week for early afternoon (1 p.m. to 2:30 p.m.), late afternoon (4:45 p.m. to 6:15 p.m.), and evening (6:30 p.m. to 8 p.m.). Although the program operates on a semester schedule, the program fills vacancies that occur as a result of students dropping out.

Computer-Assisted Instruction

Computer-assisted instruction supplements the curriculum, although at this point, it is not a strong curriculum component. Computers are not clearly connected to methods used to teach subjects and, as a result, some students are reluctant to use the computers, thinking that they are only good for learning games.

A Computer Resource Developer was recently hired to assist the staff in integrating computer-assisted instruction into their instructional program. The computer resource developer meets with teachers to introduce new software, to reinforce how computers can be used as a resource tool, and to adapt software to school and student needs.

Instructional Materials

The Quincy program has developed an "in-house, self-published" curriculum that emphasizes survival and pre-vocational skills. The curriculum uses bilingual/bicultural materials to focus on six levels of language learning:

- Levels 1 and 2: Explanation of concepts, vocabulary, etc. are in Chinese. Rote language exercises are in English.

- Level 3: Explanation of grammatical structures and meaning of vocabulary.

- Levels 4 and 5: Majority of class conducted in English. Difficult grammatical structures and lengthy explanations are presented in Chinese.

- Level 6: Entire class is conducted in English. This is the only class that is not taught by a bilingual instructor but by a native English speaker.

The director emphasized that the "curriculum is not competency-based, although competency-based instruction does flavor much of the curriculum." She adds, "While there is some flexibility in modifying and/or sequencing curriculum items, most of my teachers follow the units as sequenced." One teacher indicated that students prefer teachers to present the course content as sequenced in the curriculum book.

The entire curriculum is available to students on tapes. Also, audio tapes (pronunciation and listening tapes) are available to complement the curriculum. A teaching file of ideas and lessons culled from the classrooms and experiences of teachers is maintained and updated by the educational coordinator, and is available to teachers and students to supplement classroom instruction.

Support Services

The Quincy program provides several different forms of support services. A primary support is student advocacy. In addition to their teaching duties and assigned administrative responsibilities, teachers serve as student advocates. In this role, they provide basic counseling and advocacy services to help students interpret utility bills, rental agreements, and doctor's prescriptions, and in dealing with immigration problems. Additionally, a bilingual counselor is available to assist students with specific legal and family issues.

To supplement its instructional program, supplemental tutoring services are available to students who are enrolled in a class but need special help. Independent tutoring services are also available to students who, because of family and/or job responsibilities, are unable to attend any of the scheduled classes or who the staff feels would benefit the most from a one-on-one tutorial session.

The program also provides drop-in child care during class hours to allow more people to attend class, and refers students to local mental and physical health units as needed. From time to time, the school also has arranged "walk home groups" to increase safety to and from classes for students enrolled in evening classes.

Student Assessment

At registration, students are given staff-developed written and oral placement tests to determine placement level. Students are given an exit test at the end of the semester to determine their mastery of the course content.

Staff and Training

Staffing Configuration

The school has a small teaching staff of eight teachers, only one of whom is employed full-time. Several teachers have joint responsibilities for administrative tasks. Support for computer-related instruction is provided by a part-time computer resource developer. Three part-time child care workers staff the program's drop-in child care center. Volunteers are used primarily as tutors and to supplement clerical staff.

Full-time teachers are paid $9.85 an hour in the beginning, and after three months are raised to an hourly rate of $10.35. Part-time teachers receive a beginning pay of $9.35 an hour and after three months are raised to $9.85 an hour.

Teacher Recruitment and Retention

Generally, teachers are recruited through advertisements placed in various newspapers and from notices distributed to Chinese groups at local universities.

Teacher turnover is relatively low, with usually one or two teachers leaving the program each year. The average stay for a teacher is either less than one year or more than three years. The primary reasons teachers give for leaving the program are lack of career advancement and the lure of stable pay in the public school system.

Teacher Training

The minimum level of education for teachers is a bachelor's degree without teacher certification. Teachers receive an extensive orientation to the curriculum as well as to the overall program upon joining the staff. During the first few weeks of a

teacher's employment, the educational coordinator works closely with the teacher in adjusting to the program and in implementing the curriculum. The new teacher observes other teachers teaching, co-teaches a lesson with the educational coordinator, and is observed and evaluated monthly for the first three months, by both the coordinator and the program director.

The school also provides a series of training sessions for new staff (advocacy issues, phonics, reference materials, policies affecting students, etc.). These sessions are open to all staff. The director indicated that training is offered irregularly throughout the year, usually less than once a month. Participation in in-service training is voluntary. Some part-time staff indicated that they have been unable to attend most in-service workshops because of commitment to other part-time employment. The director noted that she and her staff are currently focusing on the need to find staff development options equally accessible to part-time and full-time staff.

Several different staff persons are usually involved in providing in-service training, including the educational coordinator, the computer coordinator, and the program director. Additionally, the director draws upon in-house expertise of other staff members as needed. Ongoing language support is provided to teachers through informal language workshops.

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Richland County District I
Columbia, South Carolina

Richland County Adult Education is the major source of basic and secondary education in South Carolina's capital city of Columbia and is reportedly the largest program in the state. The program has also been a major provider of literacy classes for local businesses and for area correctional facilities. It is a 1988 recipient of the Secretary's Award for Outstanding Adult Education Programs.

Almost 3,300 students received services during FY 1989. Approximately three-fourths attended adult secondary education classes, and approximately two-thirds of all participants were black. More than one-fourth of program participants were housed in correctional facilities. Enrollment has increased by 250 to 300 in each of the past few years, and the director expects total enrollment, including satellite centers and workplace programs, to double within three years. The director points to the Family Support Act as having a potentially big impact in bringing in 15- to 20-year-old females who must receive basic skills training in order to receive public assistance.

Program Financing

Revenue Sources

Total revenues for the adult education program in FY 1989 were $676,916. Adult Education Act funds comprised the largest share of this total at $249,237, or 37 percent. Other Federal funds totalled $139,381; state funding was $139,179; and local funds were $149,119.

Expenditures

More than 85 percent, or $589,593 of total expenditures went to personnel, including $338,458 for instructional personnel; $184,121 for administration, guidance, and recruitment; and $67,014 for fringe benefits. Supplies comprised about 10 percent of the total.

Program Operations and Activities

Assistance from the State Education Agency

The director indicated that, even though the state education office is a few blocks away, he does not call upon state staff very often for substantive guidance, other than for help in meeting performance report guidelines and for questions on financial bookkeeping. He sees the state agency serving in a

consultant role and as a source of legislative leadership for the state as a whole. The state is also a source for teacher training on an annual or semi-annual basis.

Coordination Between Federally-Funded Adult Education Services

In addition to Adult Education Act funds, Richland receives Federal funds for basic skills classes for teen mothers, single parents, and the homeless. These programs are funded and operated separately from one another and from Adult Education Act program services.

Interaction with Local Agencies and Organizations

Richland has various formal and informal program linkages with local businesses and community agencies, including the Department of Social Services (DSS), nearby Midlands Technical College, the local literacy council, the Health Department, the local newspaper, the job service agency, and the Urban League. This cooperation is exhibited in several different forms. Under state law, educational institutions must coordinate their programs to avoid duplication of effort and services, or else risk losing their state funds. Therefore, Richland has established a cooperative agreement with the technical college, under which it agrees not to offer technical or vocational instruction. Midlands in turn agrees to refer students to Richland if they need remedial instruction in reading, math and related subjects.

Richland's Adult Reading Program, which is designed for beginning readers, is supposed to have a similar agreement with the local literacy council, but both programs offer reading instruction for beginning adult readers, and blurred distinctions between their offerings have led to some turf battles. The Adult Reading Program frequently works with the Richland County Public Library and the local newspaper. Six library branches offer reading materials for adult beginning readers and encourage new readers to come to the library and drop their children off for story hours.

The Logan Center, which houses administrative offices for the adult education program as well as many classes, also has an agreement with approximately 80 local agencies that use the facility to hold classes. Several community organizations have office space in the Logan building. In addition, some community agencies and educational institutions contract with Richland to provide educational programs for low-skill adults.

Student Recruitment

Richland uses a variety of methods to recruit potential students, although they think that word of mouth through current students is the most successful method. The program checks local high school dropout rolls and areas with low-

income residents and sends notices to their homes. ESL students are culled primarily from the largely Central American migrant worker populations and from foreign-born spouses of local university faculty. Some other methods include distribution of flyers in stores, community agencies, housing projects, and other locations that are likely to be frequented by potential students; media exposure, which is mostly radio and television advertisements, and to a lesser degree, local newspaper articles; and referrals from social service agencies and job service offices. Exposure to radio and television advertisements, according to one staff member, has been effective in motivating and reminding potential participants to register, especially non-readers who would not utilize written sources.

Waiting Lists

Richland's open-entry policy, as well as the availability and convenience of satellite centers, virtually eliminate waiting lists of potential students for high school completion and adult basic education classes. However, the Adult Reading Program, a one-to-one tutoring program for low-level readers, does experience long waiting lists because of the time involved in recruiting and training volunteer tutors and because of student demand. When students cannot be matched with a tutor right away, their names are taken and they are called back, but in the waiting process, some are lost. Potential students are sometimes referred to Columbia's literacy council or they may be referred to another program if they live in a neighboring district. The director's philosophy is that "if the program has just one person waiting, that is a problem" and it should be addressed as soon as possible.

Student Retention

Responsibility for retaining students falls primarily with teachers. Teachers and administrators cite individualized attention from a teacher as the primary reason students remain in the program. Teachers are expected to help students "want to stay" in the program. The staff receive guidance in doing this, both from their supervisor and through in-service training. In addition, teachers submit names of students to the office after each absence. Those students are called either by someone in the office or by their teacher; if there is no answer, then the office sends a letter to the student.

Data Collection

Richland collects a variety of data on its program, both for compliance with state requirements and for its own purposes. State reporting is done by hand, while the program has an in-house computer database for its own recordkeeping.

In addition to collecting Federally- and state-required data, the program also collects information through pre- and post-testing of students and student follow-up surveys (e.g., those going on to college, getting a job, receiving a promotion or salary increase, going for a GED or high school diploma). Information is collected only for students who have received 12 or more hours of instruction.

Students are considered dropouts if they left the program for reasons that could not be determined or if they could not be located. Students who obtain a job, pass the GED test, meet their objectives, or formally withdraw from the program are not considered dropouts. The director conducts dropout studies periodically for in-house use. He noted that reasons for dropping out can be positive (e.g., obtaining employment).

Instructional and Support Services

Program Schedule

Adult education services provided by Richland County are available nearly year-round, except for a few weeks during June and July. For the most part, services are provided through an open-entry, open-exit format. A few workplace literacy and GED classes operate on a more formal class schedule for periods of between 10 and 12 weeks.

Instructional services are available Monday through Thursday. Two class periods are scheduled for the hours between 8:30 a.m. and 12:45 p.m. Two evening class periods are held during the hours of 6 p.m. and 9 p.m.

Program staff indicate that the open-entry, open-exit program format was developed so that students would not have to wait to begin classes. Staff believed that potential participants unable to immediately begin classes would lose interest. They also felt that it would be difficult to get students to make a commitment to attend weekly or semi-weekly class sessions for a specified number of weeks.

Instructional Methods

Individualized instruction is the primary instructional method used in the program. The program director noted the compatibility of individualized instruction with the program's open-entry policy. He stated that "it is hard to get a class full of people to meet at a set time over an extended period of time." Students generally spend half of their class time individually with a teacher and half working on their learning deficiencies on a computer.

Some teachers prefer combining small-group interaction and lectures with individualized instruction. The director

supports this and indicated that he would like to see more teachers integrating lectures into their instructional program. Ideally, he favors a comfortable split of 75 percent individualized instruction and 25 percent lecture.

Computer-Assisted Instruction

Richland's adult education program utilizes computers extensively with its curriculum. Computer-assisted instruction is integrated into the curriculum rather than being used as a supplementary source. More than 100 computer terminals, primarily Apple IIe computers, are located at the program's primary service site.

Instructional Materials

The teaching and learning process that takes place in the Richland School District I adult education program is guided by a curriculum instructional management system. This system is a computer-managed curriculum that allows each student to be evaluated and then steered toward instructional materials that strengthen his or her knowledge. The director summed the process up this way: "What we do with every academic course is diagnose each student and find out what their deficiencies are. Then, the teacher gets a complete printout of the deficiencies with the lesson plans and matched materials to help the student."

The basic and secondary curriculum is competency-based. Approximately 149 skills in 25 different subject areas have been identified by teachers and coordinators. Curriculum guides have been developed for each subject area. Within each guide, three columns of information are provided for the teacher and student: the skill areas to be mastered; the appropriate chapters and pages from written materials that may be used; and the appropriate software, if any, that may be used to teach the concept.

The adult secondary education curriculum closely follows that of the district's high school in a fairly rigid sequence, but stresses use of adult education materials. Richland uses a wide variety of commercially prepared materials. Teachers often suggest additional materials to be included in their instructional program; however, these materials must be approved by the curriculum coordinator prior to inclusion in the program.

Overall, Richland staff view their instructional curriculum management system as outstanding; 19 other district schools in the state reportedly have adopted their curriculum for their adult education programs. The director also pointed out that the system is useful for part-time teachers who do not have time to compose individual lesson plans for their students.

Support Services

The Richland program does not provide support services for program participants. The program has no full-time counselor on staff and teachers and administrators fill this void. Richland's director is seeking to address some of these problems; plans are under way to start up a pilot project that will offer on-site child care. He acknowledges that lack of support services such as on-site child care and inexpensive transportation is a serious weakness of the program.

Student Assessment

The SORT is used as a diagnostic test to assess student's reading level during intake. Teachers use the TABE to measure progress of adult basic and secondary education students. Unit tests and teacher-developed tests are also used to assess student progress as well as mastery of the subject. On a skills mastery test, students are expected to demonstrate mastery of 80 percent of the skills involved in a given subject.

In accord with the Education Improvement Act (EIA) of 1984, beginning in 1990, any student who wants to receive a South Carolina high school diploma must pass an exit exam. This applies to students enrolled in high school courses in an adult education program. Teachers have begun to incorporate many of the skills included in the exit exam in their regular classroom instruction in preparing students to pass the exit exam. The exit exam consists of three subtests: writing, reading, and math.

Staff and Training

Staffing Configuration

The Richland adult education program is administered by three full-time administrators. Forty-nine of its 60 teachers teach adult secondary education classes, and only two teach full-time. These two full-time teachers share administrative and teaching duties. Volunteers are used exclusively in Richland's one-to-one Adult Reading Program. More than 140 tutors participate in this basic literacy program and provide supplementary help to many of the students in adult basic education classes.

Full-time teachers are salaried and receive benefits. Part-time teachers, on the other hand, are paid an hourly rate of $12.00 and receive no benefits. The program director points to state law, which prohibits a benefits package for employees working less than 30 hours per week.

Teacher Recruitment and Retention

The Richland program employs several different approaches in recruiting teachers: placing ads in local newspapers, reviewing personnel files at the school district office, and responding to teacher inquiry. Generally, the program does not have difficulty attracting teachers except for some time slots and for some subjects.

Teacher turnover fluctuates from year to year, but overall turnover is generally low. Turnover is due largely to the need for full-time employment. Some teachers, however, leave due to job changes for their husbands, while others may have left because they do not consider teaching two hours a night worth the commute they must make.

Teacher Training

All teachers are required to have at least a bachelor's degree with certification in elementary or secondary education. Teachers without certification are able to apply for a one-year temporary certification. The majority of teachers in the program have a teaching background; only 10 of the program's 60 teachers had no previous teaching experience and only 10 did not have any previous experience in adult education.

Four hours of in-service training are required by the state. Part-time teachers are not paid for this training. To meet this requirement, teachers have a variety of in-service opportunities from which to choose: (1) two state-run programs, one in the winter and one in the summer -- either one full day or several half-days; (2) periodic in-house training, usually lasting four to eight hours; (3) a full-day, annual in-service conducted by the South Carolina Association for Adult and Continuing Education; (4) a couple of daytime in-services held locally; and (5) other miscellaneous training by various groups.

Topics typically presented in in-service training include changes in the GED test, administering tests and teaching test-taking skills, and setting up workplace literacy programs. Teachers also receive basic computer training in the curriculum management system as well as training in utilizing the curriculum guide. Some staff members said they would like to see additional training offered in computer technology and test development.

St. Clair Shores Adult and Community Education
Macomb County, Michigan

The St. Clair Shores Adult Education Program is located in Macomb County, Michigan, approximately 25 miles northeast of Detroit. The program serves three school districts in the county, and offered adult basic, secondary, and English-as-a-second-language (ESL) classes to more than 900 students at eight program sites during the 1988-89 school year. Nearly half of participants are under 25, and about 1 percent of participants are black. English-as-a-second-language students come from diverse backgrounds; approximately 17 different languages and 26 nationalities are represented among nearly 200 ESL students.

Program Financing

Revenue Sources

Revenues for FY 1989 total $2,881,759, with the largest share by far coming from state funds, at $2,278,400. JTPA contracts total $318,700, followed by $258,659 that the Department of Social Services provides for operating a job placement service. AEA funds are only about $24,350. Revenues far exceed expenditures; in accordance with the state of Michigan, revenues that exceed expenditures may be utilized by the K-12 school system.

Expenditures

More than three-fourths of the program's $1,511,342 in FY 1989 expenditures were used for personnel, including approximately $287,613 for administration, $631,983 for instruction, $60,804 for guidance, and $177,151 for fringe benefits. Indirect costs were $218,600.

Program Operations and Activities

Assistance from the State Education Agency

The quantity and quality of assistance from state staff have declined, although historically the relationship between the St. Clair Shores adult education program and the state has been a close one. The program's increasing level of self-sufficiency has coincided with a general reduction in support and assistance offered by the state as a result of staffing reductions.

Coordination Between Federally-Funded Adult Education Services

St. Clair Shores coordinates some of its adult education services through ongoing contracts with the Job Training Partnership Act.

The adult education program maintains almost daily contact with the JTPA program in order to ensure that St. Clair Shores adheres to guidelines and competencies established by the local Private Industry Council overseeing JTPA. The program averages a 90 percent placement of JTPA recipients.

The program employs a full-time contracts coordinator, who has been with the program for more than nine years. She coordinates contracts primarily with JTPA, the Department of Social Services, and Community Mental Health. St. Clair Shores is the only adult education program in the county that offers JTPA-funded classroom training programs, with four such projects worth more than $300,000. The coordinator suggests that St. Clair Shores is alone in receiving such contracts because adult education programs do not want to be bothered with the paperwork and because of the risks involved in trying to comply with performance-based contracts. Participants selected for JTPA-funded programs typically include social service clients, the chronically unemployed, and laid-off or dislocated auto workers.

The St. Clair Shores program operates a JTPA-funded Robotics and Automation Literacy Program -- the only program of its kind in the state. A maximum of 18 people attend class three hours per day, 180 hours per semester for 12 weeks. The class provides five robotics consoles worth about $24,000 each, with students working in groups of three. Results from the pilot class showed student gains in math scores and improved job-related skills such as teamwork and hand-eye coordination.

Interaction with Local Agencies and Organizations

One of the program's greatest strengths, as described by the director, is its ability to develop interagency linkages throughout the county. The program has informal and formal contract linkages with approximately 20 public and private community agencies and institutions. Among these are: the Department of Social Services (DSS), Macomb Community College, Community Mental Health, local JTPA offices, Michigan Vocational Rehabilitation, and Pregnancy Aid. These linkages serve as sources of funding and student referrals. For example, the program receives direct funding for job placement, and has had up to 150 students referred to participate in training.

The St. Clair Shores program has developed an important relationship with the DSS. The program provides services to DSS clients at no cost, except for placement. In the director's opinion, the quality and stability of this relationship has been heightened as a result of the support that St. Clair Shores has provided to community programs, the experience it has developed over the years in specialized areas, and the "trust" that the program has been able to establish with other agencies.

Other coordination efforts include the networks that have been established by the program's job developer. Her work throughout the county has involved her in Macomb County job referral services and with Macomb Community College. This component of the St. Clair Shores adult education program maintains community ties through professional and organizational memberships with about 20 state, local and federal organizations.

Student Recruitment

Over the past two years, the program has focused more of its attention on student recruitment efforts and has established a recruitment committee, consisting of coordinators, teachers, and aides. The assistant director is in charge of recruitment, while one of the student counselors plans recruitment strategy and provides graphics and copy writing for promotional brochures.

Until recently, the program relied almost exclusively on promotional letters to high school dropouts. St. Clair Shores received about a 20 percent response rate from the 1,200 letters that were sent last year. Those who did not respond to the letter received phone calls, and program staff attempted to set up an appointment to meet with them.

Newer strategies are more aggressive and involve one-to-one contact at shopping malls, businesses, welfare offices, and community fairs, using the media, and distributing program brochures and flyers. For English-as-a-second-language students, however, the program continues to rely heavily on word-of-mouth recruitment, recognizing that relatives and friends of current, successful students are the most likely recruits.

Waiting Lists

St. Clair Shores programs do not typically have waiting lists of students. In the winter, however, they have sometimes experienced short-term waiting lists for alternative school programs.

Student Retention

The St. Clair Shores adult education program has undertaken a number of activities designed to promote student retention. The program has formed a retention committee to examine the issues surrounding retention and to devise approaches and strategies to deal with the persistent problems of retention. Also, each student is assigned a counselor who is responsible for providing academic and personal assistance throughout the student's participation in the program.

The program has adopted an attendance policy, presented to students upon their enrollment, which indicates that students

will be contacted by phone or letter after they have been absent twice. Students submit attendance sheets on a regular basis, and the office maintains computerized lists to see the pattern of absences in a given class.

Data Collection

To collect data required for state reporting, the program has implemented a database. Teachers are required to maintain and submit weekly records. In addition, the program must keep records of employment status, enrollment, and outcomes for Federal guidelines on adult education and job placement data for the Job Training Partnership Act. St. Clair Shores maintains records of people who leave the program after 12 hours of instruction.

The program considers a student to be a dropout if he enrolls and attends at least one class session and leaves prior to completion of the class. A student is not considered a dropout if he leaves to take a job or transfers to another educational setting. The counseling staff contacts students when they leave the program and maintains files on students. The program conducts a follow-up of students, either by letter or phone, about one year after they graduate. This year, for the first time, the center will be sending surveys directly to program dropouts.

Instructional and Support Services

Program Schedule

The St. Clair Shores adult education program offers adult basic, secondary, and ESL education services through regularly scheduled classes that for the most part are open-entry, open-exit. The program also operates a Learning Center, which provides individualized self-paced instruction but also requires a minimum number of hours of classroom instruction per semester.

High school completion classes and GED classes are usually offered once per week for 3.5 hours. There are two daytime sessions (beginning at about 8 a.m. and around noon) and an evening session (starting at about 6 p.m.). ESL classes follow a similar schedule but begin at 9 a.m. and end at 6 p.m.

Fall semester classes begin in late September and winter classes begin in early February. For youth programs, students can come in at any time. Most classes last 18 weeks, while some vocational classes are 12 weeks or 20 weeks. Individualized self-paced classes through the Learning Center require a minimum of 54 hours of classroom instruction per semester, and 3.5 hours per week, which usually works out to about 17 weeks. Classes are

free to all nongraduates over the age of 16 who do not attend a public day school or graduates under age 20.

In addition to academic classes offered at the main center, the St. Clair Shores program offers a variety of services on-site or at nearby satellite centers. These include vocational classes (which often require full-time participation), a job placement service administered through the county, free child care for participating students and tuition-based child care for local residents who are not enrolled in classes. The St. Clair Shores center also is a GED testing site.

High school completion classes are held at three nearby high schools, and vocational classes are held at the nearby Born Center, an alternative program which houses the free day care service and job referral service. Vocational classes at Born include clerical and business skills, drafting, landscaping, electronics, integrated office skills, women's career exploration, medical skills, skilled trades math, and robotics training.

St. Clair Shores also offers alternative programs for dropouts between the ages of 16 and 21. These include the Born Alternative High (mentioned above), which offers academic courses for high school-age individuals who have not graduated; Enterprise High, which combines academic and job-related courses; and a program ("Transitions") for pregnant girls and teen mothers.

Instructional Methods

The St. Clair Shores program relies on different instructional strategies for adult basic education, adult secondary education, and English-as-a-second-language services.

Adult Basic Education and GED. Both adult basic education and GED classes generally begin with full-group discussions. They also include lectures by the teacher and oral reading exercises. In a typical class, the instructor reviews the previous lesson or introduces the new lesson with familiar examples. In adult basic education classes, familiar words are presented with visual cues. Students are then asked to put each word in a sentence. Alternative sentences are presented by the instructor.

English-as-a-Second-Language. In the ESL classes, where there may be more than a dozen languages spoken in a given class, the teacher uses an immersion approach, primarily in an interview format. In a lively round of questioning, the teacher calls on students individually to comment on appropriate expressions and vocabulary words related to a given theme or topic.

Adult secondary and GED participants have the option of taking classes through a Learning Center in which instruction is individualized and self-paced. Students must log in a minimum of 54 hours of instruction per subject per semester and 3.5 hours per week for 17 weeks. They must complete a minimum of six individual "contracts" or assignments, which generally take from one to three weeks to complete. They may also complete short-term projects for extra credit.

Computer-Assisted Instruction

Very little computer-assisted instruction takes place in regular academic classes. Most of the computers are located at the Born Center, where most of the JTPA-funded vocational classes are held. Administrators would like to use computers in adult basic education classes, but budgeting priorities prevent these expenditures.

Instructional Materials

The curriculum at St. Clair Shores is an individualized, guided approach based on grade-level measurement and a heavy emphasis on high school completion. The assistant director oversees the ordering of curricular materials; counselors and coordinators may also suggest materials.

Teachers have an opportunity to select their own curricular materials with review and approval of their supervisor -- either a coordinator or the assistant director. An administrative decision was made to allow teachers flexibility to select the curriculum. For ABE and ESL classes, the primary instructional approach used to teach students to read is phonics, specifically the Laubach approach.

St. Clair Shores relies heavily on commercially prepared materials. Teachers draw from a variety of publishers, including New Readers Press, Steck-Vaughn, Globe Book Company, Cambridge, and McGraw-Hill.

Support Services

The center offers an array of services for the more than 900 students it serves. As mentioned earlier, these include free on-site child care services, job referral assistance, and job counseling from a job developer. There are four counselors on staff who are available for academic, vocational and personal counseling. In addition to helping students plan their individual courses of study, counselors have been trained in suicide crisis intervention, guided group interaction, and other personal counseling techniques. Students have access to resources (e.g., psychological services) provided by the school districts, DSS, and local crisis centers. St. Clair Shores

operates the Macomb County Job Placement Service, which is available to all county residents receiving AFDC, food stamps, and general assistance.

Student Assessment

The two main tests used in assessing student academic progress are the TABE and the Adult Basic Learning Examination (ABLE). Pre-assessment and post-assessment measures are administered for ABE and ESL students. Teachers may request information from these tests. Coordinators also use these data to assist teachers in developing students' educational plans. To determine whether a student should exit a program, St. Clair Shores uses periodic tests, staff evaluations, and performance objectives.

As with ABE programs, the state requires pre- and post-tests for all ESL students. When ESL students register, the ESL coordinator gauges their abilities through a general interview and determines whether their English skills are at the beginning or advanced level. ESL students generally are not given standardized tests until they have taken a few classes; administrators do not want to intimidate them with unfamiliar tests until they are comfortable in a class setting. The BOTEL test is the primary test used, although teachers may use the TABE for more advanced students.

Staffing and Training

Staffing Configuration

The St. Clair Shores programs are administered by nine full-time and three part-time administrators. Sixty-seven teachers are employed by the program, 53 of whom teach adult secondary education classes. St. Clair Shores has 45 part-time and 22 full-time teachers. Additional staff include four counselors, a contracts coordinator for human services and JTPA programs, and a job developer. The program makes little use of volunteers. The handful of volunteers on staff are either teacher aides or nursery workers.

Teacher wages range from $14 to $15.50 per hour. Those who work 15 or more hours per week are paid for planning time and those who work above a certain minimum of hours receive a modest benefits package with a selection of benefits from which they may choose.

Teacher Recruitment and Retention

The director stated that the program has not had a problem attracting teachers over the past few years and that most part-time teachers are attracted to the program to supplement income. Teacher turnover is now relatively low; most teachers have been teaching at St. Clair Shores for more than four years. The director attributes this to higher pay and benefits. Within the past two years, there has been a turnover of two to three teachers. Prior to this time, the turnover was 14 to 15 teachers each year. Of the current teachers, a handful are in their first or second year, 20 are in the third or fourth year, and 25 have been in the program for five or more years. Five teachers have been in the program for more than 10 years.

Teacher Training

The minimum level of education required for teachers is a bachelor's degree and certification in elementary or secondary education. Vocational education teachers may waive this requirement if they obtain annual authorizations for vocational education from the State Department of Education. Teaching experience is not required, but is preferred.

The director notes that the program "does not do a lot in terms of direct training," although it facilitates opportunities for training by outside institutions and has a training budget of nearly $20,000. Orientation for new teachers is provided through a four-hour training session. Teachers receive a copy of the program handbook, which outlines policies and procedures on attendance, retention, and grading.

All professional staff are expected to attend a minimum of one workshop per year and are reimbursed for their time. Partial tuition reimbursement is available for staff as well. In-services are provided "in conjunction and cooperation" with other county programs. Typical in-service training topics include: adult learning styles, working with learning disabled students, and substance abuse. The in-service is typically provided by the school district, a community college or university, or a state association.

Springfield Public Schools Adult Education, District 186
Springfield, Illinois

Adult education programs have been in operation in Springfield, Illinois for 50 years. Springfield Public Schools District 186 has operated a full-time, daytime academic and vocational education program out of its central Lawrence Adult Center since 1977. Adult education services in FY 1989 were provided to more than 1,440 adults through the main Lawrence Center and five satellite centers.

Program Financing

Revenue Sources

Springfield's funding sources reflect the large number of participants receiving public assistance. Nearly half, or $532,708 of Springfield's $1.1 million in FY 1989 revenues came from state-generated public aid money. Remaining state funds provided the second largest source of funding, with $192,218. Private funds, generated primarily from student tuition money, totalled $125,919; followed by Adult Education Act state funds, $120,401; Adult Education Act special project funds, $16,583; and local grants, $14,000.

Expenditures

Sixty-six percent of Springfield's total of $248,614 in FY 1989 expenditures -- based only on Adult Education Act funds and a portion of state welfare revenues -- went to personnel. The program spent $32,550 for community services (13 percent); and $23,350 (9 percent), on a bus service for participants. Other costs, including child care services, instructional materials, indirect costs, and equipment, each comprised a small fraction of total expenditures.

Program Operations and Activities

Assistance from the State Education Agency

The Illinois State Board of Education provides the Springfield program with technical assistance, program resources, guidance with instructional approaches and strategies, and program monitoring and evaluation. State-level interaction is a two-way exchange, with the Lawrence Center providing space to house Project Quality, a formal evaluation system funded by the Illinois State Board of Education to evaluate adult education programs throughout the state.

Coordination Between Federally-Funded Adult Education Services

The Springfield program provides adult education services supported by the Adult Education Act and the Job Training Partnership Act. However, the services funded by each program operate separately from each other. For example, a potential participant who enters the program as a result of JTPA recruitment or referral receives JTPA services, where the emphasis is on job training. No assessment is conducted to determine if the individual might be better suited to receive Adult Education Act-funded services.

Interaction with Local Agencies and Organizations

Coordination with local agencies, businesses and industries is an integral part of the programming in the Springfield program. Through such networks, the center has been able to draw upon the resources of local agencies and organizations to provide additional services and support to its students.

Springfield's adult education program employs a full-time staff person responsible exclusively for recruiting public aid recipients. Because she spends at least two days per week at the Office of Public Aid, she has built a network of ongoing communication with public aid staff.

Another full-time staffer is responsible for similar recruiting efforts at the local JTPA office. In addition to the linkage with the JTPA office, recruitment activities of this recruiter have put her in contact with over 40 local agencies for which an ongoing network of communication and interaction has been established.

The center's job training programs were set up with the cooperation and input of local businesses. Businessmen were asked what types of skills and training they looked for in potential employees, and their responses provided much of the foundation for many of the job training classes offered by the Springfield adult education program. Many of these linkages are kept current by the efforts of the job employment counselor, who maintains communication with local businesses in exploring potential job sites for the center's students.

Through its "Partners for Economic Progress," the Springfield program is able to address the employee education and training needs of individual businesses and organizations. Upon request, center staff will assist local businesses in identifying the particular training needs of employees by developing and administering a custom-designed survey to define training needs, and will develop an on-site training program to meet specific employer/employee needs.

While much of the coordination that takes place between Springfield and local groups and businesses has been a cooperative staff effort, the primary responsibility for forging such linkages is that of the center's director. In addition to providing administrative leadership for the center's program, the director is a member of the city's Chamber of Commerce, sits on the editorial board of a local radio station, and participates in monthly meetings of several local social service agencies. Through such activities, he interacts with many of the city's leaders and decision makers and makes use of every opportunity to spotlight the center's programs.

Student Recruitment

The Springfield program directs a major recruitment effort toward public aid recipients. To this end, as was mentioned previously, one of the center's two recruiters is assigned exclusively to recruit public aid recipients as potential students.

In addition to spending two and a half days weekly at the Public Aid Office recruiting potential students, the recruiter conducts several outreach activities, including a bi-annual mass mailing to public assistance recipients and a semi-annual door-to-door canvassing in selected public housing complexes to acquaint residents with the center.

The program's other recruiter is responsible for recruiting non-welfare recipients. Her primary focus is on the low-level reader. Much of her recruitment efforts take place at the local JTPA office, where she spends two and a half days a week talking to potential students and reviewing program files for possible referrals.

Monthly phone calls to social service agencies, frequent follow-up phone calls to prospective students, and periodic mailings to human service agencies are regular recruiting activities.

The program conducts a variety of other recruitment activities designed to attract potential students, regardless of their public assistance or JTPA status. The director sits on the editorial board of an area radio station and receives one minute of radio time every six weeks to make a presentation, which typically focuses on the center; flyers describing the center's programs and services are periodically mailed to customers of the local gas company along with their monthly billing; and information about the center is highlighted and posted on billboards throughout the city. These recruitment efforts are conducted in addition to major news articles published every two months in local newspapers, regularly scheduled radio and television promotions, and ongoing staff participation in a local speakers' bureau.

Waiting Lists

The program generally does not have waiting lists, except in the literacy program, when the number of students at times exceeds that of available trained tutors.

Student Retention

The Springfield program employs a retention specialist whose primary responsibility is to see that possible barriers to students continuing in the program are minimized, if not removed altogether. Consequently, in addition to assisting students in arranging child care and transportation schedules, it is not uncommon for the retention specialist to help students find affordable housing, locate employment, buy groceries and clothes, and pay utility bills.

The retention specialist is not alone in his efforts to keep students in the program. Support staff as well as teachers watch students' attendance. Bus drivers and cafeteria personnel are expected to be active participants in monitoring student attendance and have received special awareness training to note whether a student has been riding the bus or has not passed through the food line on a regular basis.

The center has an automatic check system to follow up student absences; a letter is sent by a classroom teacher to any student absent from the center for five consecutive days. The public aid and JTPA recruiters and teachers are responsible for making follow-up phone calls, as well.

The personal attention students receive from the center's staff is a critical dimension in understanding why students continue in the program. Students are made to feel that they are important and that others care about what is happening in their lives away from school. Yet, the retention specialist said that poor retention of students is still an ongoing problem and he agonized most over "finding the one thing that could give a student incentive to finish a program." One recruiter found the hardest individuals to reach were young pregnant women who are scared of the future and of success.

Data Collection

Springfield's data collection efforts are made primarily to meet state and Federal requirements. Reports that must be completed include annual performance reports for the Department of Education; local district reports that must be completed to receive state funds; enrollment reports; and a student master list, which identifies all participants in the program and the total amount of money per person for which the program can be

reimbursed. Some enrollment data is computerized, while paper files are kept on each student.

The only data that are collected beyond what the state requires are follow-up surveys sent to program participants and job placement and job satisfaction surveys administered through its Job Placement Office.

The program does not calculate a dropout rate, but records non-completion rates. A non-completer is one who fails to do one of the following:

1. Stay in and complete a class until the end of the school year;
2. Obtain a high school diploma;
3. Pass the GED test;
4. Enter unsubsidized employment; or
5. Complete one grade level and move to another.

Instructional and Support Services

Program Schedule

Springfield's program operates on an open-entry, open-exit schedule for all classes, with the exception of the job skills training program. The director notes that "the student is the one who determines when it is important for him or her to get more education or to develop different skills. When the student perceives that the need for more education or additional skills is an important one, then the center must be ready to respond." The center is open six days a week, from as early as 6:45 a.m. until 10:00 p.m., and Saturday mornings. Additional classes are available in five satellite centers, including a community center for retarded adults. Classes are offered virtually year-round. According to the director, "We never shut our doors. There is some learning activity going on at all times, even during standard school breaks like Easter and Christmas."

Instructional Methods

The primary instructional approach for all programs is individualized and self-paced, allowing for easy integration of students into the classroom. Individualized lessons and assignments are placed in each student's personal folder prior to the start of class. Upon entering the classroom, students take their files, review their assignments and begin work.

Adult Basic Education and GED. As a supplement to individualized instruction, both programs utilize computer-assisted instruction, especially in vocational and math classes; videotapes; and on occasion, small-group instruction for introducing a learning concept in a particular subject. Language experience/whole word, sight-word recognition, and phonics are all used in adult basic education reading instruction.

For students who are reading below a sixth grade level, the Springfield program offers a tutoring program staffed with volunteers who work with students on a one-to-one basis. Students in this program also receive services through the program's regular adult basic education program.

English-as-a-Second-Language. ESL classes are multi-lingual and multi-leveled, and classes are usually conducted in a small-group format. The instructor works with the whole class on communication for everyday living, through practice in listening, speaking, reading, and writing. She also takes the students on field trips and occasionally brings in a guest speaker to involve students in real-life activities.

Some of the instructional techniques that are used include language experience, phonics, sight-word recognition, contextual clues and directed reading-thinking activity. Computer-assisted instruction and visuals such as maps and forms are used to supplement these exercises.

Computer-Assisted Instruction

It appears that computers are a growing and important part of classroom instruction, especially in math and vocational classes. At least one personal computer is available in each classroom and in the library. Computers are used as a supplemental instructional tool, with usage depending on the class and the student. Computers are used heavily for vocational classes in business subjects such as filing, recordkeeping, data entry and word processing.

Instructional Materials

Springfield's adult education curriculum is not competency-based, but is sequentially oriented and holistic in that it emphasizes where a student is at a particular time in the learning process. Staff and students pay close attention to reading and math grade levels. Because the curriculum is driven by student needs, its primary characteristic, according to the director, is its flexibility. Administrators have determined that a competency-based approach does not fit in with individualized instruction offered at Lawrence. The program considered developing a

competency-based approach in the late 1970s, but the state adult education office did not support the idea.

A committee of teachers and administrators is responsible for the selection of curriculum materials. There are no state guidelines, although the center's program administrator must approve course selections. Some of the curriculum is similar to that used by local junior colleges for remedial courses. Approximately 85 percent of materials are commercially developed.

Choice of curriculum is based on several factors, including feedback from students, advice from book publishers, training at conferences, individual previewing of materials by teachers, and guidance from administrators. To obtain new materials, teachers fill out a requisition, in which they must justify materials and obtain approval of the administrative staff.

Each classroom visited displayed ample stacks of textbooks and supplementary materials for students to use. Materials are kept fairly current. The program's extensive resource list includes dozens of different materials from publishers such as Steck-Vaughn, Cambridge, New Readers Press, Globe Books, Janus Book Publishers, and McGraw-Hill. The much smaller ESL program has a general outline of skills drawn from these and other commercial publishers. The different skills that are focused on include: vocabulary, listening and comprehension, conversation, grammar, writing, citizenship, acculturation, pronunciation, handwriting and spelling.

Teachers have a great deal of freedom with curriculum and instructional strategies. They are encouraged to learn about and design curriculum materials through in-service training they receive on a semi-annual basis.

Administrators and teachers were generally pleased with the curriculum available to them at Springfield, but noted that there is a lack of continuity in the program due to the part-time status of teachers. One administrator lamented that there is no standard -- no curriculum either at the state or national level -- from which local programs can choose to meet their needs. Another teacher noted that up until about five years ago, many of the materials used in adult education were adapted from children's books, but now there are many adult-oriented materials. Several teachers expressed a need for more materials geared to the pre-GED level and to individualized instruction in clerical skills.

<u>Support Services</u>

The program provides students with a variety of support and referral services, some of which have been mentioned. Child care

is located at the Lawrence Center and is available free of charge to students enrolled full-time, a minimum of five hours per day. To facilitate student attendance, the program also provides free bus service for students. In addition to picking up and dropping off students at their homes, buses also make morning and afternoon stops at some local child care centers.

The Springfield program offers a job placement service that assists students in locating employment while they attend classes and upon completion of their course work. In addition to job placement, assistance is given in résumé writing, interviewing, job applications, state testing, and career guidance. All services are free to students at Springfield.

When students indicate a problem beyond the scope of services provided by the program, referrals are made to appropriate community agencies such as the Sojourn House for Battered Women, well-baby clinics, and homes for unwed mothers.

Student Assessment

A diagnostic assessment, the TABE test, is administered to students during the intake procedure to obtain information on the student and to guide counselors in developing an educational plan for the student. After a student has participated in class for several weeks, teachers then administer another quasi-diagnostic test to ensure that the student has indeed been appropriately placed.

Given Springfield's open-entry, open-exit policy, students are constantly moving through the program. Periodic tests are given to measure student progress as well as to determine whether a student should exit the program. Progress tests are supposed to be given approximately every 40 hours of a student's attendance and are "curriculum driven," that is, they are the companion tests to specific instructional materials such as the MOTT curriculum or SRA curriculum. Students work at their own pace and move on to the next higher level once they have mastered their current level as demonstrated by passing a test. Further, if a student already knows part of the subject matter, he or she is permitted to skip that part of the curriculum after passing a test.

Teaching Staff and Training

Staffing Configuration

The Springfield program employs five administrators (three full-time and two part-time) and 58 teachers, 11 of whom are full-time employees. The 58 teachers include five adult basic education teachers, two ESL teachers and 51 adult secondary teachers. Approximately 250 volunteer tutors work in the program's basic literacy program, called VIA Literacy.

Hourly wages for teachers range from $11.72 per hour to $22 per hour; administrators are salaried. Teachers receive six minutes of planning time for every hour they teach.

Teacher Recruitment and Retention

The Springfield program recruits teachers through advertisements in the local media and a review of applications filed with the school district's personnel office. Recruiting teachers has not been difficult. The director speculated that part-time teachers are attracted to the program because it meets their individual needs in balancing a home situation with work. According to one teacher, most of the teachers are married and do not rely on their jobs as a single source of income for their families. For some teachers, however, the Springfield program is their only employer.

Turnover in the teaching staff is relatively low; most have been with the program for more than three years. Important factors contributing to their longevity include: they love what they do and like to work with adults; they are not drained by daily lecturing; they do not have to grade papers and homework, since little is assigned outside of class; and they are not saddled with administrative duties, other than making telephone calls to truant students.

Teacher Training

The minimum educational requirement for adult education teachers at the Springfield program is a bachelor's degree with teacher certification. Most teachers are certified to teach elementary or secondary school.

Regular in-service training is part of the teachers' union negotiation and teachers are paid to attend. While Springfield requires participation in at least one activity per year, the Lawrence Center typically provides several training opportunities, usually at the beginning of each semester, and teachers usually participate in more than one. Teachers receive anywhere from three to more than 20 hours of in-service training each year.

Common in-service topics include: how adults learn, trends in adult education, how to use the community as a learning tool, computer-assisted instruction, changes in the GED writing test, reliability of the GED test, ways to motivate students, how to select classroom materials, and testing. The annual budget for staff training is about $10,000.

Overall, teachers appear to be satisfied with training offered by the Springfield program and at state and regional conferences. Program staff would like to see additional training in two areas: computer-assisted instruction and in counseling of students who are severely learning disabled, mentally retarded, or emotionally disturbed.

Sweetwater Union High School District
Sweetwater, California

The Sweetwater Union High School District (SUHSD), Division of Adult Education, provides adult education services to southern San Diego County. The Sweetwater program is a recent recipient of the Secretary of Education's Award for Outstanding Adult Education Programs. The Adult Education Division of the SUHSD administers programs for nontraditional students in the district, including adult education, vocational education, and related programs. Adult education services include adult basic, English as-a-second-language, and secondary instruction.

In FY 1989, the district served 22,287 individuals at 66 sites in its adult education program. Almost 80 percent of participants are Hispanic and about 15 percent are white.

Program Financing

Revenue Sources

Sweetwater Union High School District has financed the expansion of its adult education offerings primarily through grants from various sources.

The total revenue for FY 1989 for the adult education division was $7.8 million. Slightly more than half of the funds were from the state ($4.7 million). Other funding sources include Adult Education Act funds ($82,000); Job Training Partnership Act (JTPA) funds ($650,000); GAIN, the California Learnfare program ($500,000); State Legalization Impact Assistance Grants (SLIAG) ($1.6 million); and other Federal programs ($340,000).[1]

Expenditures

Most of the Division's program expenditures in FY 1989 were for staff salaries ($6,889,214 or 87.7 percent, 15 percent of which was for fringe benefits. Smaller percentages of expenditures were for indirect costs ($479,181 or 6.1 percent), construction ($196,386 or 2.5 percent), supplies ($243,518 or 3.1 percent), equipment ($39,277 or 0.5 percent) and travel ($7,855 or 0.1 percent). Most of the personnel expenditures were for instructional staff ($5,749,378 or 73 percent of the total), with some additional expenditures for administration ($473,812 or 6 percent) and guidance ($473,812 or 6 percent).

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[1]Sweetwater Union High School District has one of the largest SLIAG programs in California.

Program Operations and Activities

Assistance from the State Education Agency

Adult education is a district responsibility, while the state maintains an oversight role, enforced through the review process. The California State Education Agency does not provide substantive assistance related to the content of Sweetwater's instructional program. The program director indicated that the California Department of Education and the Sweetwater High School District maintain a "good relationship, with good communication."

An important aspect of the relationship with the state involves California's capping of adult education funding in 1978, after passage of Proposition 13 (which rolled back property taxes). Funding has been capped at the 1978 level, although in some years 2 percent growth was allowed. The program director is lobbying the state for adjustment or modification of the cap. He points out that some districts in the state have enrollments that are below the cap, while others, like Sweetwater, substantially exceed the cap.

Coordination Between Federally-Funded Adult Education Services

With funds from numerous Federal and state sources, the Sweetwater program operates numerous adult education services. These include: the Job Training Partnership Act; SLIAG; the New Chance Project, which provides adult and vocational education services to young AFDC mothers; the Comprehensive Assessment Referral Education Center (CARE), which is designed to recruit high school dropouts and to assess their basic academic level, attitude, personal strengths, learning styles, financial need, and work habits; and GAIN, a state program that supports educational services for AFDC recipients.

Sweetwater attempts to coordinate adult education services supported by different funding sources in a number of ways. First, these other programs are viewed as a way of introducing a new group of students to the district's adult education program. District staff report that most of the individuals participating in the SLIAG-funded courses enroll in adult secondary social studies courses. Whenever possible, participants in the JTPA program and the New Chance Project are mainstreamed into the adult education program.

Second, Sweetwater operates a Comprehensive Assessment Referral Education Center, funded by the JTPA and the school district, through which the skills of potential participants are assessed and then options for continuing their education through adult education services and vocational education training are presented. Third, computers purchased with funds from the JTPA and GAIN are sometimes available to participants in Adult

Education Act-funded services when they are not being used by JTPA and GAIN participants.

Interaction with Local Agencies and Organizations

The Sweetwater program has a community advisory panel with members from business and community organizations. Program staff work with community representatives in designing and implementing the adult education program and other services provided by the Sweetwater program.

Student Recruitment

The Sweetwater adult education programs do not have recruitment procedures for most programs, beyond mailing the catalogue to district residents, because they are not needed. Most of the students learn about the offerings by word of mouth. For example, the first day the new $3.5 million San Ysidro Center opened, enrollment tripled, without any advertisement. Virtually within the first week, the new facility was at capacity.

Waiting Lists

In general the district does not maintain a waiting list. Instead it tries to serve needs as they arise. The district did use a waiting list recently for the amnesty program when there was a funding delay. Nearly 1,000 people were on the waiting list for amnesty courses at Montgomery Adult High School. Most of the students on the list returned for assessment when admission was reopened.

Student Retention

Sweetwater's adult education program retention efforts are conducted by program counselors who work with program participants who are experiencing academic or personal difficulties. Amnesty program administrators have attempted to retain more English-as-a-second-language students for longer periods of time by offering courses beyond those required for citizenship. Apparently many students are taking advantage of options for additional credit hours. Administrators have also structured courses to provide a bridge between English-as-a-second-language and adult high school and GED courses.

Data Collection

The Sweetwater program does not collect any data about program participants beyond what is required by the Federal Government. The program has not attempted to follow up on program completers.

Instructional and Support Services

Program Schedule

The Sweetwater adult education programs provide year-round learning opportunities through an open-entry, open-exit format. Some adult secondary services are offered through fixed schedule classes with group instruction. Three-hour adult secondary classes meet daily in the mornings, afternoons and evenings.

One teacher noted that students need the flexibility of an open-entry, open-exit format. He taught several students who came and left periodically, over many years, until they completed their high school diplomas.

Instructional Methods

The district uses a variety of instructional methods in adult education.

Adult Basic Education. A combination of grouping strategies and whole group instruction is used most often. The grouping strategies are considered important to building basic skills.

English-as-a-Second-Language. The most common instructional methods for ESL instruction are whole group, paired learning situations, and grouping strategies. Group interaction is considered important in early language acquisition.

Adult Secondary Education. Individualized instruction is used extensively at all three high schools because it permits open-entry, open-exit. In the largest adult high school, group instruction is also used. It provides less flexibility for open-entry, but makes it more convenient for a student to progress toward a high school diploma.

Computer-Assisted Instruction

Sweetwater is making increasing use of computer-assisted instruction (CAI) programs in adult education, although its use in Adult Education Act-funded programs is limited. The district uses six CAI packages for adult basic education and eight for adult secondary education.

Computer-assisted instruction is used extensively for adult education instruction in the JTPA and GAIN programs, where funding has been sufficient to support computer-aided software acquisitions. GAIN and JTPA labs are available to AEA classes after hours. Also, some CAI capabilities are being developed for adult secondary education instruction at the adult high schools. The problem is that scarce Adult Education Act funds limit the acquisition of equipment used expressly for AEA-funded courses.

Program staff report that the student response in the GAIN labs to ABE/ESL literacy instruction using CAI has been very positive. Apparently it is easier for adults to accept feedback when they can see their writing on the screen than to respond to written (red ink) feedback on written assignments.

Instructional Materials

The Sweetwater program has developed a competency-based curriculum that is compatible with the competencies measured in the Comprehensive Adult Student Assessment System (CASAS). A variety of instructional materials -- commercial textbooks, computer-aided instruction, and locally developed instructional materials -- are used. In the early 1980s, locally developed instructional materials were used extensively in Sweetwater's adult education programs. However, in the past few years, the quality of commercial instructional materials has improved and they are being used more frequently.

Adult Basic Education. For adult basic education instruction, a variety of commercial texts are being used for reading (Concept Application and Reading Comprehension by SRA); writing (English Grammar Through Guided Writing, published by Academic Therapy, and Practical Concepts in English Writing, a district publication); spelling (Monographs, Spelling Mastery, and MEGA Words 1,2,3, published by SRA, and Words 1-2, written by a district teacher); and mathematics (Number Power 1 and Number Power 2, published by Contemporary; Refresher Mathematics, published by Stein; and Pre-Algebra and Algebra 1, published by Health). A series of lifeskills materials developed by the district is also used for adult basic education.

English-as-a-Second-Language. The district uses a variety of published materials for ESL instruction. The district's Lifeskills materials are also used in ESL education. In the civics education component of SLIAG courses, the district uses a commercially published civics text written by a district adult education teacher.

Adult Secondary Education. An extensive set of commercially published texts is used for adult secondary education. They include the reading, writing, spelling, and mathematics texts cited under ABE above, as well as additional texts in science (Physics Science and Life Science, published by Holt), social sciences, and English.

Support Services

Counseling is the only type of support service routinely available for program participants. Child care is provided only in special programs, such as New Chance. The lack of child care is considered a problem. By offering day adult education classes

at elementary schools, the Division has minimized the child-care problem in some instances. In fact, the district has put portable classrooms on some elementary school campuses, which has made it possible for more parents to attend classes at the same time their children do.

Student Assessment

The Comprehensive Adult Student Assessment System (CASAS) is used for assessment in all three areas of adult instruction. CASAS is comprised of a bank of more than 4,000 items and more than 200 competency objectives. Teachers in the Sweetwater district were involved in the development of the English-as-a-second-language and adult basic education competency tests in CASAS, and are now contributing to the development of the CASAS adult secondary component.

CASAS is used for both pre-tests and post-tests in adult basic and ESL courses. Students are assigned to courses and promoted based on their skill levels. The teaching is directed toward these competencies. An effort is made to match competencies with instructional materials.

The determination of exit from adult basic and ESL courses is made through the assessment process. When students attain a sufficient skill level they are counseled toward adult secondary education and/or GED preparation. For the adult secondary stream, students must meet district requirements.

Staffing and Training

Staffing Configuration

The division employs seven administrators and 61 full-time and 88 part-time adult education teachers. This includes four full-time and 17 part-time adult basic education teachers, 42 full-time and 67 part-time ESL teachers, and 15 full-time and four part-time adult secondary education teachers. Other employees include 11 counselors (three part-time and eight full-time), six paraprofessionals (four part-time and two full-time) and 23 clerical and support staff (two full-time and 21 part-time), and one teacher's aide. Few volunteers are used by the program.

Teacher Recruitment and Retention

Administrators and teachers feel there is an adequate supply of teachers in the San Diego area. Even with the rapid expansion of SLIAG courses, administrators were able to find a sufficient number of available teachers. In fact, little recruitment was necessary.

Teacher turnover is not considered a problem by staff at the Sweetwater program. The major reason is that pay is considered sufficient. Adult education teachers teaching two courses -- working six hours a day -- can earn about $25,000 annually plus benefits.

Teacher Training

Adult education teachers in the Sweetwater program are required to have a Designated Subjects Credential or other teaching credential. The San Diego County schools provide instruction, if necessary, for the Designated Subjects Credential.

In-service teacher training has generally been voluntary and unpaid. Alternative approaches have been tried, including requiring training and compensating teachers for their time in training. The problem is that a core of people attend training regardless of the requirements, while others often miss it altogether.

The district has an extensive in-service staff development program for adult education teachers. In the past, Sweetwater adult education teachers have received training from San Francisco State University in the Teaching Improvement Process (TIP) and from the nationally known ESL Institute in competency-based ESL instruction. Sweetwater resource teachers are now qualified to teach both of these programs and will provide staff training using these methodologies in the future.